DOCUMENT RESUME

ED 059 619 24 EM 009 639

AUTHOR	Blough, John A.; And Others
TITLE	The Simulation of an Urban School System for Use in Preparing Educational Administrators. Final Report
INSTITUTION	University Council for Educational Administration, Columbus, Ohio.
SPONS AGENCY	National Center for Educational Research and Development (DHEW/OE), Washington, D.C.
BUREAU NO	BR-9-0544
PUB DATE	Nov 71
GRANT	OEG-0-70-4757(508)
NOTE	160p.
EDRS PRICE	MF-$0.65 HC-$6.58
DESCRIPTORS	*Administrator Education; *Educational Administration; Educational Technology; Inservice Education; Institutes (Training Programs); Preservice Education; School Administration; *Simulation; Urban Education; *Urban Schools
IDENTIFIERS	UCEA; *University Council for Educational Administration

ABSTRACT

The University Council for Educational Administration (UCES) conducted meetings throughout the country during the late sixties and came to the conclusion that both the experience background of professors and the limited number of conceptual and methodological tools available to them stand in the way of providing effective inservice and preservice programs for educational administrators. The project described in this report, arising out of this general problem, was designed to simulate an urban school system and had two general objectives: to develop several sets of instructional materials for immediate use in administrator preparation, and to develop plans that would provide bases for creating additional sets of materials. Chapter One of the report provides an overview of the project and a description of its rationale. Chapters Two, Three, and Four provide a brief discussion of the content and evaluation of each of the three multimedia sets of materials already developed. The next eight chapters describe plans for future simulations and provide information on the objectives of the simulations projected, their rationales, and their various components. Two chapters describing work achieved thus far in developing support materials basic to the use of simulations conclude the report. (Author/SH)

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John A. Blough
Jack A. Culbertson
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University Council for Educational Administration
29 West Woodruff Avenue, Columbus, Ohio 43210

THE SIMULATION OF AN URBAN SCHOOL SYSTEM FOR USE IN PREPARING EDUCATIONAL ADMINISTRATORS

November, 1971

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Office of Education

National Center for Educational Research and Development

EM 009 639

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FINAL REPORT

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The research reported herein was performed pursuant to a grant with the Office of Education, U. S. Department of Health, Education and Welfare. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Office of Education position or policy.

U.S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

Office of Education
National Center for Educational Research and Development

ABSTRACT

The UCEA Monroe City Urban Simulations are reality-based instructional systems designed to provide leadership training for practicing and aspiring educational administrators. In the proposal for "The Simulation of an Urban School System for Preparing Educational Administrators," for which this document is the final report, two general outputs were projected:

(1) several sets of simulated materials were to be created and made available for use; and
(2) plans for creating additional simulations in the future were to be developed.

Three different simulations were created, introduced, and assessed at more than forty university-sponsored Institutes. These three simulations are now available for use in the preparation of educational leaders. They include:

The Wilson Senior High School Principalship Simulation
The Janus Junior High School Principalship Simulation
The Abraham Lincoln Elementary Principalship Simulation

Developmental plans for a number of additional simulations were also achieved in the project. Among the types of simulations for which plans now exist are the following:

The Monroe City School Superintendency Simulation
The Simulation of Educational Planning Problems
Simulated and other Instructional Materials Related to Social Class, Education and Race
The Monroe City Curriculum Reform Simulation
Special Education Administration in Monroe City
The Simulation of a School of the Future: A Report of an Exploratory Study
A Simulation for School Board Members
Educational Communications in Monroe City: Toward a Multi-Function Simulation

It might also be noted that support materials designed to be of assistance to instructors and simulation participants have been created and planned. For example, approximately ten instruments have been developed to help principals assess their own decision making and communication behaviors, including the values which shape these behaviors. In addition, plans for developing content which would help administrators understand and cope with the problems which they confront in the simulation have been achieved. In these plans, both "interpretive" and "conceptual" content is being and will be generated.

PREFACE

During the late sixties the University Council for Educational Administration (UCEA) conducted nine regional meetings throughout the country which were attended by 300 professors and graduate students of educational administration. Discussions in these meetings revealed substantial concern about the adequacy of current programs and curricula for preparing urban school leaders. In the regional meetings the growing pressures for improved educational leadership in the urban setting were also clearly recognized as were the recent, relative failures of urban schools to provide effective education for children of markedly heterogeneous backgrounds.

Various reasons were offered to explain discrepancies between existing programs for preparing urban educational administrators and needed new training opportunities. First, the large majority of professors responsible for preparing urban educational administrators has had almost all their teaching and administrative experience in rural and suburban school districts. This made it difficult for them to relate to and to understand problems facing educational administrators within the urban environment. The problem was further complicated by the fact that there were very few black professors of educational administration who had an intimate understanding of the difficult problems associated with inner-city problems and who could help prospective educational leaders understand these problems.

A second factor which complicated the problem had to do with the fact that there were at the time almost no "reality-oriented" training materials which dealt specifically with urban educational administration. Put differently, the cases, simulated situations, and other kinds of reality-oriented materials then available for preparing educational administrators were based almost entirely upon suburban or rural school systems. Even textbooks on educational administration had not treated in significant ways problems of leadership in urban environments. Thus, both the experience background of professors and the limited number of conceptual and methodological tools available to them stood in the way of providing effective inservice and preservice programs for educational administrators. It was out of this general problem that the idea of simulating an urban school system arose.

That aspect of the Urban Simulation Project, supported by the Cooperative Research Program of the United States Office of Education, had two general objectives:

(1) To develop several sets of instructional materials for immediate use in administrator preparation.

(2) To develop plans that would provide bases for creating additional sets of materials during the 1971-74 period.

Both of the above objectives were achieved and the purpose of this report is to describe the results achieved. Chapter One provides an overview of the Project and a description of its rationale. Chapters Two, Three, and Four present descriptions of the three multi-media sets of materials already developed: The Wilson Senior High Principalship Simulation, the Janus Junior High Principalship Simulation, and the Abraham Lincoln Elementary Principalship Simulation. In these Chapters data are presented on each of the schools simulated, on the components of the simulations, on their try-outs in institutes, and on the field evaluations conducted on them. The purpose of the three chapters is to provide the reader a brief overview of the content and evaluation of the three simulations.[1]

Chapters Five through Twelve describe plans for future simulations. The purpose of these chapters is to provide information on the objectives of the various simulations projected, their rationales, and their various components. Again the emphasis is upon presenting an overview rather than offering a fully comprehensive report.

The final two chapters describe work achieved thus far in developing support materials basic to the use of the simulations. Chapter Thirteen describes achievements and plans related to the development of "interpretive" and "conceptual" content. How these types of content differ and how they are related to the simulations are described in some detail. Progress achieved so far in developing examples of the two types of content is delineated and plans for the future are foreshadowed. Chapter Fourteen describes development work on "feedback mechanisms" for use in instructional situations where simulations are to be used. Specific information on the need for mechanisms are presented and illustrations of different types of mechanisms are set forth. Potential uses of the data to be obtained through feedback mechanisms are also discussed, both within a short-range and a long-range time frame.

The Urban Simulation Project represents a unique example in American education of the "critical mass" principle in development. Well over 80 professors from approximately 40 universities and an additional 20 individuals from related organizations have so far been involved in developmental work bearing upon the project. Another 100 individuals from 45 different universities have been involved in facilitating demonstrations and in providing evaluations of the materials in regional institutes. Without the released time of professors and travel and other support provided by universities to supplement available federal resources the work achieved could not have been accomplished.

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[1]More extended information is available from UCEA on each of the simulations in the form of instructors manuals.

It is not possible to give recognition to all the individuals who have contributed to the Urban Simulation Project. However, special appreciation is expressed to the following persons and their institutions for the contributions made to the various developmental activities associated with the project:

James Anderson,
Purdue University
John Andes,
West Virginia University
Clarence Austin,
Nashville Metropolitan Schools
Roland Barnes,
University of Pittsburgh
Virgil Blanke,
The Ohio State University
Gerald Boardman,
University of Florida
Dean Bowles,
University of Wisconsin
Earl Brabandt,
University of Oregon
Ron Browne,
University of New England,
N.W.W., Australia
John Brubacher,
University of Connecticut
Ken Buck,
National School Boards Association
Martin Burlingame,
University of New Mexico
William Caldwell,
Pennsylvania State University
Richard Clanton,
Nashville Metropolitan Schools
M. J. Conrad,
The Ohio State University
Ray Cross,
University of Minnesota
Paul Cullinan,
New York University
William Curtis,
American Association of School
Administrators
Norman Drachler,
Superintendent of Schools, Detroit
Lloyd DuVall,
University of Rochester
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Joan Egner,
Cornell University
Donald Erickson,
University of Chicago
Charles Forgnone,
University of Florida
James Frasher,
Georgia State University
Marvin Fruth,
University of Wisconsin
Dwayne Gardner,
Council of Educational Facility
Planners
Bill Garove,
University of Pittsburgh
Charles Glatt,
The Ohio State University
Walter Hack,
The Ohio State University
Emil Haller,
Cornell University
Gene Handley,
University of Pittsburgh
Rollo Handy,
State University of New York, Buffalo
William Harrison,
The Ohio State University
Colonel Hawkins
University of Pittsburgh
Dale Hayes,
University of Nebraska
Vernon Hendrix,
University of Minnesota
Larry Hughes,
University of Tennessee
Glenn Immegart,
University of Rochester
David Jesser,
Improving State Leadership in
Education

Chester Kiser,
State University of New York, Buffalo
Charles Kline,
Purdue University
Paul Klohr,
The Ohio State University
Ralph Kimbrough,
University of Florida
William Konnert,
University of Tennessee
James Kweder,
The Ohio State University
Al Lampe,
Syracuse University
James Lipham,
University of Wisconsin
Dick Lobenthal,
Anti-Defamation League, Detroit
Chet Long, Narrator,
Channel 10, Columbus, Ohio
Richard Lonsdale,
New York University, New York
Samuel Lucas,
Nashville Metropolitan Schools
James Mahan,
Beechwood Public Schools, Cleveland
John Maas,
Rockville Public Schools, Minnesota
Timothy Mazzoni, Jr.,
University of Minnesota
John Mills,
East High School, Rochester Public Schools
Samuel Moore,
Michigan State University
William Moore,
The Ohio State University
Russell Meyers,
University of Colorado
Donald McIsaac,
University of Wisconsin
Gordon McCloskey,
Washington State University
Troy McKelvey,
State University of New York, Buffalo
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University of Maryland
Roy Nasstrom,
Purdue University
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University of Rochester
Walter Plotch,
Anti-Defamation League of B'nai B'rith
Samuel Popper,
University of Minnesota
Jeffrey Ptaschnik,
Pittsburgh Schools System
Gerald Rasmussen,
California State College, Los Angeles
Theodore Reller,
University of California, Berkeley
Robert Rinaldi,
University of Pittsburgh
Arliss Roaden,
The Ohio State University
Jules Rosenthal,
University of Wisconsin
Doris Ryan,
Ontario Institute for Studies in Education
Daniel Sage,
Syracuse University
Peter Sandford,
The Ohio State University
Richard Saxe,
University of Toledo
Mark Shibles,
University of Connecticut
Dolphus Spence,
Nashville Metropolitan Schools
Jack Spiess,
University of Toledo

Carl Steinhoff,
New York University
Bob Sterrett,
University of Pittsburgh
Godfrey Stevens,
University of Pittsburgh
David Sundean,
University of Pittsburgh
Bob Sweitzer,
Pennsylvania State University
Don Tolliver,
Purdue University
Jack Thomas,
University of Illinois
Powell Toth,
West Virginia University
John Trufant,
Middle Tennessee State University
Gerald Ubben,
University of Tennessee
Ted Urich,
University of Hartford
Fred Venditti,
University of Tennessee
Grant Venn,
National Academy for School Executives
Stan Vingle, Photographer and Editor
Channel 10, Columbus, Ohio
Lonnie Wagstaff,
The Ohio State University
Howard Wakefield,
University of Wisconsin
John Walden,
Auburn University
Charles Watts,
Nashville Metropolitan Schools
William Wayson,
The Ohio State University
David Wiles,
Ontario Institute for Studies in Education
Samuel Woodard,
Illinois State University, Normal

A substantial number of institutions have provided financial support and other kinds of assistance in arranging for demonstrations and evaluations of the three simulations completed. Again, it is not possible to give credit to all individuals involved. However, a list of institutions and the person in each who played a major role in producing the various institutes are listed below:

Robert Anderson,
University of Washington
Lester Ball,
University of North Carolina
Roland Barnes,
University of Pittsburgh
Jean Battle,
University of South Florida
Ronald Blood,
University of New Mexico
William Boyd,
University of Rochester
John Brubacher,
University of Connecticut
William Bullock, Jr.,
College of William & Mary
Chester Bumbarger,
University of Alberta
Robert Canady,
University of Virginia
Don Carver,
University of Illinois
David Colton,
Washington University
Dan H. Cooper,
University of Michigan
Guy Cutting,
University of Houston
Loren Downey,
Boston University
Philippe Dupuis,
University of Montreal
Howard Eckel,
University of Nebraska
Charles Faber,
George Peabody College for Teachers

Gordon Foster,
University of Miami
Lloyd Frohreich,
University of Wisconsin
R. Oliver Gibson,
State University of New York at Buffalo
Harold D. Hall,
California State College, Los Angeles
Roy Harkins,
University of North Carolina
Stephen Hencley,
University of Utah
Donald Herring,
Syracuse University
Clifford Hooker,
University of Minnesota
Peter Husen,
University of Tennessee
Charles Kline,
Purdue University
Roy Larmee,
The Ohio State University
Jerry Mansergh,
The Metropolitan Detroit Bureau of School Studies
Frank Markus,
Memphis State University
John McFarland,
University of Texas, El Paso
Richard Morrow,
American Association of School Administrators
Duane Peterson,
Wayne State University
Gordon Purrington,
Florida State University
James Rose,
University of Colorado
Robert Rose,
University of Oregon
Herbert Salinger,
University of California, Berkeley
Samuel Silverstein,
Atlanta University
Frank Smith,
Teachers College,
Columbia University
Paul Smith,
North Texas State University
Carl Steinhoff,
New York University
Michael Thomas,
University of Texas at Austin
Grant Venn,
National Academy for School Executives
Albert Waterman,
Washington State University
Orley Wilcox,
Fresno State University
Richard Williams,
University of California,
Los Angeles

Unfortunately, direct expressions of appreciation cannot be made to the many administrators, teachers, and students in "Monroe City" who gave varied and generous help to developers of the simulation. The same is also true of the dozens of "Monroe City's" citizens who provided information and assistance. Although these persons must remain anonymous, the record should show that their help was both substantial and essential and that the field of educational administration, in the opinion of the editors of this report, is in their debt.

Special appreciation is expressed both to Troy McKelvey, who spent a year as a UCEA Fellow on the central staff in 1969-70 and helped initiate the Urban Simulation Project, and to Jerry Rasmussen, who contributed to the project while on a three-month leave during the spring, 1970. Appreciation for the fine support provided by a number of UCEA staff members is also expressed: Alan Gaynor, Jack Newell, and Mark Shibles. Finally, special thanks are due to Harriet Ferrell, Marilynn Host, and Margaret Tossey for their excellent clerical assistance.

J. A. C.
J. A. B.
W. M. M.
R. W. P.

"Monroe City" is the pseudonym for the actual school district and urban environment from which data were and are being obtained for the simulation effort. UCEA staff have made a commitment to the administrative personnel of "Monroe City" to protect, insofar as possible, the anonymity of the school system. We would appreciate the assistance of instructors and users of the materials in helping UCEA meet this commitment. Further, it is our considered judgment that instruction will be more effective if students are not aware of "Monroe City's" actual identity.

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CHAPTER ONE

THE URBAN SIMULATION PROJECT: RATIONALE AND OVERVIEW

The term "simulation" has multiple meanings. However, its differing meanings can usually be classified into one of two general categories. One is more inductive in orientation and involves empirically developed descriptions of actual decision situations in a specific administrative setting. Assumptions related to the use of simulations in this category are closely related to those underlying the case tradition in administration.

The second category is more deductive and theoretical in nature. Simulation in this sense involves conceptually based "models" which represent general aspects of reality. These models may be founded in mathematics or be based upon explicit theoretical postulates of a non-mathematical nature. Simulations in this category are shaped much more by theories presumed to apply to many situations than upon extensive data gained from a specific situation.

When plans for the Urban Simulation Project were formulated, the general issue of definition and strategy was faced immediately: Should the simulation effort be bound by the conditions and decision problems of one urban school system and community or should it be divorced from specific systems and be shaped by concepts and theories applicable to many systems? A decision was made in favor of the first alternative. Given the complexity of urban educational administration, the limited descriptive data available on the subject, and the paucity of theories which could illuminate urban conditions in a major and comprehensive way, the first alternative was judged to be the more desirable one. It also had the advantage of offering professors not intimately acquainted with urban leadership challenges significant developmental opportunities within or directly related to a specific urban environment and school system. Finally, the choice to concentrate upon a specific system did not seem to be permanently binding in that it did not preclude the use of theory to simulate defined and selected dimensions of urban educational administration at some later date.

The choice also had some limitations. Even though most urban school districts have many of the same basic challenges and problems, no urban community or school system can be described as "typical." And obviously the very condition of being linked closely to situations and facts in a specific school system has its constraints. The objectivity required in the relationship necessitates that developers adhere to facts; further, an adherence to the facts with regard to one part of the school system or community being represented demands an adherence to facts in other parts of the system depicted. Thus, in the process of accurately representing "reality" credibly, both imagination and options are to some degree constrained.

At first glance, the choice could be judged to have a more basic limitation. The immediate consequence of basing the work upon a real system is to depict and highlight conditions associated with the status quo in education. There are those who are concerned that such an orientation in instructional situations in simulations will tend to "lock in" prospective administrators and professors to school systems as they are in contrast to what they ought to be. The developers of the Monroe City Urban Simulation Project gave serious thought to this problem and devised a pair of strategies for coping with it. The strategies were designed to capitalize upon the immediacy and vividness of the "real" world of Monroe City and, at the same time, to enable professors and administrators to diagnose and go beyond the educational status quo there. Before these strategies are described, a few observations about the background and general activities of the Project will help clarify its purposes and provide more specific bases for describing its underlying strategies.

Much of the initial effort was directed toward achieving a systematic description of the Monroe City School District, its environment, and certain positions and decision problems within it. The output sought was a baseline of objective and descriptive data about an urban school system and community. The different dimensions depicted are reflected in the titles of 15 published booklets. These booklets constitute a basic library of information about Monroe City and its school system, and are listed as follows:

1. The Monroe City School System and Its Environment: An Overview
2. Monroe City: Its Setting and Demography
3. The Political Environment of the Monroe City School System
4. The Economic Environment of the Monroe City School System
5. Monroe City's Mass Media
6. Patterns of Influence in Monroe City
7. Inter-Agency Relations in Monroe City
8. Monroe City Community Organizations: Their Demands Upon the Schools
9. Monroe City's Board of Education
10. Internal Organization and Decision Making in the Monroe City School System
11. Monroe City's Educational Program
12. The School System's Professional Staff
13. Monroe City Public Schools: Professional Negotiations
14. Perceived Challenges to Educational Leadership in Monroe City
15. Monroe City's Students

The booklets were supplemented by a 25-minute film entitled "Monroe City." This film presents a "chamber of commerce" perspective of the city. Currently, plans for supplementing the booklets and film with a filmstrip are being implemented. The filmstrip will provide more detailed information than that available in the film but not as detailed as the data presented in the 15 booklets.

In addition to gathering and presenting background information on Monroe City and its school system, development teams created three simulated administrative positions in the system and depicted decision problems encountered in these positions. The three positions simulated were the Wilson Senior High Principalship, the Janus Junior High Principalship, and the Abraham Lincoln Elementary Principalship. The Janus and Wilson simulations were made available for use by UCEA in the spring of 1971. The Abraham Lincoln simulation will be made available for use late in 1971.

While three development teams were creating simulations for immediate use, other teams were projecting plans for future simulations. Plans were completed for developing simulations of the Monroe City school superintendency, the director of special education in the system, the director of school communication, and a "school of the future." Concepts basic to the simulation of problems bearing upon "educational planning," "curriculum reform," and "social class, education and race" were also projected and elaborated by development teams as were concepts bearing upon the simulations of "school board decisions."

Basic Development Strategies

How can simulations be developed and used in ways that will help practicing and prospective administrators get beyond specific situations. As already implied, two basic strategies have been employed related to this question. One involves the development of simulations which will require administrators to project purposes and alternatives which go beyond the status quo. The other strategy involves the creation of support materials designed to help administrators understand and generalize perceptually about the specific realities simulated. Both of these strategies deserve further elaboration.

In the first strategy two types of simulations have been projected. One concentrates upon selected major challenges to leadership in Monroe City. The challenges were identified and elaborated from data obtained in interviews with 50 community and school system personnel. These interviews suggested that there were at least six school system problem areas which were perceived as likely to present continuing challenges to leadership in Monroe City during the decade ahead. Two of these challenges were selected as bases for developing change-oriented simulations: (1) curriculum reform and (2) social class, education and race. Since leadership problems in these areas do not present themselves neatly in in-baskets or other traditional simulation media, they have presented, during their planning stages, special development challenges.

Another type of simulation which will require change-oriented behaviors on the part of practicing and prospective educational administrators is inherent in the concept of "educational futures." One set of projected materials will concentrate upon specified problems of educational planning. These materials will clearly require those experiencing them to examine relationships between dimensions of the system as they are and as they might be. The baseline of data describing the system will be helpful in this effort; however, planning

problems will need to be simulated which will require learners to go beyond baseline data and immediately defined problems. Another illustration of a change-oriented simulation is found in the "school-of-the-future," effort. Here, the objective is to conceptualize simulations for learning experiences different from those which can be obtained from simulations of existing schools in Monroe City. As now projected, the "school of the future," when simulated, will become an experimental school in Monroe City.

The first strategy is summarized schematically in Chart I:

Chart I

Simulating Administrative and Leadership Problems

Examples of Simulations Involving Existing Administrative Positions and Problems	Examples of Simulations Involving Perceived System and Leadership Challenges	Examples of Simulations Involving Educational Futures
1. Monroe City Superintendency 2. Wilson Senior High Principalship 3. Janus Junior High Principalship 4. Abraham Lincoln Elementary Principalship	1. Curriculum Reform 2. Social Class, Education and Race	1. Educational Planning 2. School of the Future
Simulations to help administrators be more effective in solving problems now visible in the system	⟶ ⟶	Simulations to help administrators move schools and school systems toward more ideal states

The second strategy pursued was based upon the assumption that critical analysis of one simulated urban school system can lead to understandings and skills useful in dealing with inadequacies in the educational status quo generally; further, such understandings and skills are essential for constructive change roles by leaders. More specifically, analytical tools and concepts can be brought to bear upon simulated situations by participants in ways that will generate the necessary thought and imagination to see and move beyond the status quo in education. Clearly, practicing and prospective administrators need a capacity to exercise creative thought and imagination if they are to help school and community personnel assess and transcend current conditions in education.

What does this mean, then, in terms of operational strategy? Specifically, it means that UCEA in the Urban Simulation Project has developed plans to supplement the "descriptive content" (i.e., simulated situations) with "interpretive" and "conceptual" content. Both these types of content, as projected, will be part of the Monroe City instructional materials. In addition, instruments for providing students feedback on the values and styles which shape their behavior have been developed.

"Interpretive" content is information and ideas that are specifically related either to decision problems and/or to the context of these problems in Monroe City. This type of content should help practicing or prospective administrators gain deeper understandings of the processes and problems experienced in simulated situations.

"Conceptual" content is not related specifically to Monroe City's setting and problems. However, it is planned to be logically related to them. Practicing and prospective administrators should gain insights from "conceptual" content that they can apply both to simulations and administrative situations generally.[1]

Differences in the various types of content are summarized in schematic form in Chart II.

Chart II

Examples of "Descriptive", "Interpretive" and "Conceptual" Content

Descriptive Content	Interpretive Content	Conceptual Content
Background booklet on "Demography"	Implication of demographic data on Monroe City for desegregation of its school system	Article on computer mapping and the use of demographic data
Confrontation scene in Wilson Senior High presented on kinescope	Projection of alternative strategies for dealing with confrontation presented on kinescope	A monograph "Conflict"
Specific content ⇢ ⟶ ⇢		Generalizable content

In addition to generating "interpretive" and "conceptual" content by persons external to Monroe City for use in instructional situations, feedback instruments have been developed to enable students and professors to generate content within instructional situations. More specifically, participants after they make decisions

1 More detailed treatment of "interpretive" and "conceptual" content is presented in Chapter Thirteen.

in simulated situations, can gain insights into their administrative behavior through data obtained from reactions to a range of items and to instruments. From feedback, for example, they can learn whether or not they seek advice more from within or without the organization in decision making, whether they tend to use written or face-to-face communication in solving administrative problems, and so forth.

In sum, then, two major strategies have been and are being employed to enable practicing and prospective administrators, as leaders, to understand the educational status quo and to move beyond it. Both these strategies have been designed to achieve cumulative results over time. Both have started with careful descriptions of actual conditions effecting urban educational administration in Monroe City. The first strategy has involved the development of plans for creating future-oriented simulated situations to complement those focusing more upon immediate problems and conditions. The second strategy has involved (1) the development of plans for "interpretive" and "conceptual" content to supplement the "descriptive" content presented in simulated situations and (2) the creation of data-gathering instruments to enable participants to gain insight into their administrative behavior.

Feedback and Adaptation

A basic objective of the Urban Simulation Project has been to achieve continuing adaptations in the types of materials created and the uses to which they are put through feedback. Feedback has been and will continue to be sought from professors, practicing administrators, and prospective administrators to facilitate continuing adaptations. Judgments based upon experience as well as generalizations derived from evaluative studies are examples of feedback which can provide bases for adaptation. Some illustrations of feedback and adaptation follow:

1. The 26 institutes in which sets of materials have been previewed by graduate students, administrators, and professors have provided excellent feedback in the form of evaluative judgments and development ideas. As a result of feedback obtained from the institutes on the Janus Junior High, for example, six kinescopes were completely re-done and transferred to film. This decision was based upon evaluative data obtained from participants.

2. Plans for obtaining feedback on the materials as they are used in universities have been established. It is anticipated, for example, that the various data banks in the simulation will undergo adaptations as a result of feedback obtained from professors and students. By keeping records on the type of information requested from the data bank in each decision situation, the adequacy of the information available in the data bank can be tested. Based upon the feedback obtained, needed additions to or deletions from the data banks can be made.

3. Professors have been and are being contacted and encouraged to develop systematic ways of evaluating the various sets of materials, as the latter are used in different settings. In 1971-72, for example, Ray Cross and Vernon Hendrix of the University of Minnesota will conduct studies to determine (1) the impact of the Janus Junior High materials on selected learning of students in campus workshops, and (2) the degree to which learnings achieved in simulation are transferred to on-the-job behaviors. Findings obtained from such efforts should help the central staff as well as professors on development teams to achieve needed adaptations in future materials.

4. As professors use and experience the materials, many of them will create unique approaches and will develop or discover helpful supplementary materials. They will also undoubtedly be stimulated to create special additions which are logically related to Monroe City and the various simulations associated with it. The central staff of UCEA has established plans to capture and share such developments generally with the field. Already a number of ideas have been obtained for making special uses of the materials as well as for new developments to extend or improve them.

The above suggestions about feedback are illustrative. Because of the significant economic and related constraints involved in changing large sets of multi-media materials, substantial adaptations will likely not always be able to be achieved at least immediately. However, such feedback should be basic to the attainment of intelligent changes and shifts in development work in the future. Therefore, UCEA is committed to a policy of adaptation through systematic feedback.

The Concept of Flexibility

An underlying assumption of the Urban Simulation Project is that there is no one purpose or method which is most appropriate for all users in all situations. Therefore, it is the policy to encourage the development of alternative approaches and, as already implied, the sharing of evaluative data about the results of different approaches. The concept of flexibility can be illustrated in relation to potential uses of the 15 background booklets.[2]

What objectives might the information in the 15 booklets describing Monroe City serve? Clearly, professors will discover a variety of objectives which this library will be able to serve. The following alternatives are suggestive:

1. The booklets can serve as a general information bank to be used upon request by participants making decisions about problems depicted in in-basket

[2] Alternative strategies for using different components in the various principalship simulations are described in the instructor's manuals accompanying the sets of materials.

items, filmed incidents, audio-taped incidents, or other stimuli. In the various principalship simulations, for example, there are data banks with information designed to be specifically relevant to the decision problems depicted. Items from information banks are made available only upon request of the decision-maker. The 15 booklets could complement the principalship data banks and could be used in the same way, namely, only upon request.

2. The entire set of booklets can serve as a major focus for study before participants in the simulation assume administrative roles. This use would serve those professors who prefer that participants be familiar with Monroe City, its environment, and its school system before they assume given simulated roles. Through this approach participants could achieve understandings of the environment in which they are to function beyond those provided by the film "Monroe City." Such use would also familiarize participants with the references to a degree that they would use them efficiently in decision situations later. A third objective could be to teach participants the content of the booklets thoroughly and thus enable them to assume a decision-making role in Janus Junior High, the Wilson Senior High, the Abraham Lincoln Elementary school and other simulations without having to refer frequently to the booklets during decision-making exercises. Clearly, the three objectives just noted would require different emphases and varying time periods for execution.

3. Study of the entire set of booklets could serve as a stimulus and background for class discussions. One purpose of such discussions might be to help practicing and prospective administrators understand the environment of school systems in urban communities. Instructors could introduce special concepts into the discussion or require outside readings designed to help achieve this objective. Such concepts and readings might be related to such subjects as the economics environment of Monroe City, for example. Another purpose of classroom discussions might be to prepare participants in special ways for the role they are to assume in principalship or other simulations. In such cases instructors would want to sensitize participants to school system and environmental information that would be particularly pertinent to specific simulations they plan to use.

4. Particular items of background information pertinent to selected decision problems to be encountered by participants in simulated situations could be identified and studied. An instructor might want to concentrate on selected in-basket items, kinescoped incidents, audio-taped stimuli, and filmed problems which highlighted educational and racial issues. Other subjects such as school-community relationships or student unrest could also be selected. Sections from background booklets specifically relevant to chosen topics could be selected for study.

5. Selected booklets could be used by instructors to highlight variables which they believe to have special significance for administrators or which fall within their own specialized competencies. Thus, an instructor who wanted to

highlight the significance of finance and economics in urban educational administration could use the booklet "The Economic Environment of Monroe City." Or several booklets might be used for some subjects such as the politics of education as, for example, "Patterns of Influence in Monroe City," "The Political Environment of Monroe City," "Monroe City's Community Organizations," and "Inter-Agency Relations in Monroe City."

6. Specific booklets could be used as bases for developing larger units of materials, including supplementary and "interpretive" content. They could then serve as sources for the independent study by individuals or for small groups. For example, various components of "interpretive" and "conceptual" content could be assembled pertinent to "Monroe City: Its Setting and Demography." The set of materials assembled could serve as sources for special, in-depth study.

7. The booklets could provide useful bases for participants to identify what they see as major problems confronting Monroe City and its school system. Such use would provide opportunities for dealing with leadership in contrast to administrative problems. Reasons for selection of given problems could be elaborated by individual participants and these in turn could be examined and critiqued in class discussion. Such activities could serve as bases for group decisions about needs for change in the Monroe City school system and community. Planning basic to the attainment of needed changes might then be instituted. Such a use of the background booklets could take place, for example, as a culminating activity following the Janus Junior High, Wilson Senior High, or Abraham Lincoln Elementary simulations. Such use could involve teams of administrators assuming different roles in Monroe City.

8. The above suggestions about uses of the background booklets are all oriented toward the specific context of the Monroe City simulations. Clearly, the booklets have many potential uses in other aspects of preparatory programs as, for example, in introductory courses, block-of-time experiences, and specialized seminars. However, the alternative uses already suggested are perhaps sufficient to illustrate the concept of flexibility at least in relation to background booklets.

The rich sources of background information available on Monroe City and its school system and the wide range of decision problems presented in varied media suggest another area where the concept of flexibility applies; namely, alternative combinations of materials for use in pre-service and in-service settings. How background information can be combined with components of the Janus Junior High Principalship to form different alternatives is suggested by the following illustrations:

Evening and All-Day Workshops

I

Film "Monroe City"
Slide Presentation on Janus
Janus In-Basket II
Selected Audio Taped Interruptions from Janus

II

Film "Monroe City"
Booklet "Monroe City: An Overview"
Selected Kinescopes from Janus

III

Film "Monroe City"
Slide Presentation on Janus
Selected Items on "Education and Race" from Janus In-Baskets
Selected Items from Various Janus Black and White and Color Films on "Social Class, Education and Race"

Three-Day Workshops

I

Film "Monroe City"
Booklet "Monroe City: An Overview"
Slide Presentation on Janus Junior High
Janus In-Basket I with Taped Interruptions
Selected Black and White Films from Janus
Janus In-Basket II
Selected Color Films from Janus

II

Film "Monroe City"
Booklets Describing Monroe City's Environment
Slide Presentation on Janus Junior High
Janus In-Basket II
Selected Black and White Film
Selected Color Films from Janus

III

Film "Monroe City"
Booklet "Monroe City: An Overview"
Slide Presentation on Janus Junior High
Janus In-Basket II
Selected Filmed Problems from Janus
Unit on "Monroe City: Its Setting and Demography"

One-Week Workshops

I

Film "Monroe City"
Booklet: "Monroe City: An Overview"
Slide Presentation and Background Information on Janus Junior High
Janus In-Basket I
Janus In-Basket II
Taped Interruptions on Janus
Black and White Film on Janus
Three Color Films on Janus
Background Booklets on Monroe City's Environment with Selected Interpretive Content

II

Film "Monroe City"
Booklet: "Monroe City: An Overview"
Background Information on Janus Junior High
Janus In-Basket I
Janus In-Basket II
Taped Interruptions
Six Black and White Films on Janus
Three Color Films on Janus
Background Booklets on Monroe City's School System with Selected Interpretive Content

III

Film "Monroe City"
Background Booklets on Monroe City
Background Information on Janus Junior High
Janus In-basket II
Taped Interruptions from Janus
Selected Black and White Films from Janus
Selected Color Films from Janus

The above are illustrative of combinations of materials from the Janus Junior High Principalship simulation which can be used in a day-and-a-half, three-day, and one-week time frames. Many other combinations could be suggested to achieve objectives in different settings and time periods.[3]

3 Illustrations of how different components of the Wilson Senior High Principalship can be used for differing time periods can be found in the document entitled: Instructor's Manual: Wilson High School Principalship Simulation. Similar suggestions have been or will be made for other simulations.

In sum, then, several themes have shaped and continue to shape the Urban Simulation Project. First, the simulations in the Project were and are being developed from data obtained from one of the 20 largest urban school systems in the nation; therefore, they are more inductively than deductively based. Second, a major development strategy has been to simulate actual conditions and problems first and then to simulate situations which require participants to be more future and change oriented in their responses. Another development strategy is that of creating special materials to supplement the simulations, including "interpretive," "conceptual," and "feedback" content. A fourth theme is that of feedback and adaptation both with regard to development and the use of products developed. Finally, an underlying principle is that of flexibility. The principle has been and is being applied both to alternative combinations of the materials for specified purposes and time periods as well as to alternative approaches to the use of specific components or differing combinations of components in the various multi-media systems of materials.

CHAPTER TWO

THE WILSON SENIOR HIGH SCHOOL PRINCIPALSHIP SIMULATION

A Description of Wilson High School

Wilson High School is a large high school located in the near southwest portion of Monroe City. It is located in an area where both residential and business properties are rapidly deteriorating in economic value and appearance. Over a period of approximately five years, white residents, most of whom owned or were purchasing their homes, have been leaving the area in substantial numbers. Many have sold their properties at an economic loss to allow them to escape the rapid change in the character of the neighborhood.

As white residents have fled to the more comfortable suburbs, black families, displaced by urban renewal in the center of Monroe City, have moved into the Wilson High School attendance area. As a result, the student body of Wilson High has changed from predominantly white to its present approximately 60:40 predominantly black enrollment. In addition, the trend is toward a still greater black proportion in the student body. Because of both the changing nature of the community and the resulting change in the school, Wilson High School is best described as a "transitional school."

Population growth in the Wilson area had its beginnings shortly after World War I as railroad and factory workers began moving into the area. Until 1928, the growth pattern had been steady but relatively small. However, to accommodate this growth a new junior high school, Wilson Junior High, was first opened to area students in 1928. From 1928 until 1942, the Wilson Junior High School served as a neighborhood junior high to the Wilson area. A new addition was completed in 1942 to provide additional space for students from grades 7 through 12, and the school was renamed Wilson Junior-Senior High School. Students in grades 7 through 9 were transferred to several other junior high schools when in 1962 Wilson became a senior high school.

The faculty and administration of Wilson High School identify personally with the school and are proud if its history. An excerpt from the Wilson High School Faculty Handbook indicates the spirit of this pride.

> Wilson is a living example of "great oaks from little acorns grow." Not only has the building itself been enlarged twice since 1942, but the curriculum has been expanded to include vocational courses to keep pace with the needs and demands of the present. These programs include business and office education, vocational electronics, child care assistance, and auto mechanics.
>
> Wilson is justifiably proud of its graduates. Some have entered the field of education and taught in their home school or elsewhere in the city. Others have chosen the professions of law, pharmacy, or medicine. As a matter of fact, in June 1963, five Wilson graduates received M.D. degrees from North Columbia State University. But a great majority of graduates have made their contributions as fine, upright citizens of their communities. Several have given their lives in combat in Viet Nam.
>
> No history, short as it may be, would be complete without reference to Wilson's record of sports, especially its crowning glory, the State Basketball Championship in 1967 and its 1968 championship football team.
>
> A community can have the finest school building, the best equipment, and an excellent course of study; yet, the heart of its school lies in the interest of the parents, the efforts of the students, and the sincere dedication of the administrators and teachers. Wilson High School has this heart!

In terms of numbers, Wilson has a student enrollment of approximately 1800 full-time students. The school is staffed by 89 professional staff members, including counselors, a curriculum coordinator, an activities director, a home-community agent, a school nurse and two librarians. Activities in the school are under the direction of the principal and his two assistants, one black and one white.

The Monroe City School District Division of Research and Evaluation in 1969-70 released figures based upon a survey of graduating seniors from all high schools in the city. An analysis of the projected future plans of the graduating seniors indicated that the percentage of Wilson High School graduates who intended to enter a four year college was approximately one-half that of the city as a whole, that those who intended to enter the armed services was approximately double that of the city as a whole, that those who intended to enter

the labor market was approximately 75 per cent greater than the city as a whole. By comparison also, graduating seniors at Wilson High School tended to be enrolled in college preparatory programs about two-thirds as much as their counterparts in other high schools in Monroe City, in commercial and vocational programs approximately 50 per cent more often, and were enrolled in the general curriculum at approximately the same proportion.

In summary, Wilson High School is a school in transition. Transition is occurring in the racial compostion of its student body, in the economic and social structure of its surrounding attendance area, and of the occupational aspirations of its graduates. When asked to identify the biggest single problem which he has to face, the principal stated ". . . to teach white students how to live in the minority." It is a school whose problems are academic, racial, economic, and social. Wilson High School is a school which is being forced to confront problems and solve issues which confront much of America in the 1970's.

Components of the Simulation[1]

A number of sets of the Wilson Senior High School Principalship Simulation materials have been prepared for dissemination. Each set contains materials sufficient for 25 student role players including all the General Materials and three 16 mm. films. Materials may be obtained in complete sets or, at somewhat higher costs, in separate components.

General Materials

1. Background Library: 25 copies of each of 15 background booklets describing various aspects of Monroe City and its schools.

2. 35 mm. Color Slide Presentation: The Wilson Attendance Area and the Wilson Senior High School (120 slides).

3. Audiotaped narration to accompany the above 35 mm. slide presentation.

4. Audiotaped Interruptions: Wilson Senior High.

5. Wilson Data Bank: 6 copies of each data bank item in indexed file pockets; includes one audiotape.

6. Wilson Senior High Student Handbook: 25 copies.

[1] More detailed descriptions of the Wilson materials are available from The University Council for Educational Administration.

7. Wilson Senior High Teacher's Manual:: 25 copies.

8. Wilson In-Basket I: 25 sets of 20 items.

9. Wilson In-Basket II: 25 sets of 22 items.

10. Role-Play, Case, and Sequential Incident Materials: 25 sets of 11 items.

11. Wilson Expendable Materials: 25 sets.

12. Suggestions for Use of the UCEA Monroe City Simulations.

13. Wilson Principalship Instructor's Manual.

14. Packet Specimen Evaluation, Response Forms.

16 mm. Films

1. Background Film: "Monroe City" (30 minutes, color).

2. Five Kinescoped Interruptions (19 minutes, black and white).

3. Three Critical Incidents (10 minutes, color).

In addition to the materials listed above, which are currently available, two other types of materials are currently in preparation. For example, a film strip which will provide more detailed information than the background film, "Monroe City," on the Monroe City Public School System and its environment is now in preparation. A set of structured feedback instruments designed to help role players identify patterns in their own behavior and to compare these patterns with those of other role players and with theoretically derived models of organizational behavior is also being developed. The filmstrip, the structured feedback instruments and other materials, will be available for dissemination during the 1971-72 academic year.

Evaluation of the Wilson Materials[2]

Instructional materials institutes were held at eleven regional locations in the United States and Canada. These institutes were designed to achieve three kinds of objectives: (1) to demonstrate the materials, (2) to demonstrate the nature of this type of simulation, and (3) to demonstrate some instructional applications. An evaluation instrument was designed to obtain the judgments

[2] A more detailed evaluation of the Wilson institutes and materials is available from The University Council for Educational Administration.

of institute participants about the institutes and the Wilson Senior High School Principalship Simulation materials. Returns were received from nine institutes including those held at the following universities: Atlanta, Miami, Michigan, Montreal, North Texas State, Oregon, Peabody, Rochester, and Utah. Respondents included 134 individuals distributed in the following role categories:

Administrators:	51 (38%)
Professors:	51 (38%)
Students:	26 (19%)
Others:	4 (3%)
No Response:	2 (1%)

Ratings varied across respondents but a number of generalizations are possible based upon the data collected.[3]

1. As in the Janus institutes, the background film, "Monroe City," was evaluated more favorably with respect to technical quality and general interest than it was with respect to specific content. Overall, the film received lower ratings at the Wilson institutes than it did at the Janus institutes. A "Director Effect" continued to operate in that there were significant differences in ratings of the film between institutes run by different directors.

2. The 35 mm. color slide presentation, "The Wilson Attendance Area and the Wilson Senior High School," was well received across institutes with more than 80% of the respondents rating it good or outstanding in all categories, including technical quality (90%), interest (94%), as a source of information for the principal (91%), and as an independent source of information apart from the simulation (81%).

3. The Wilson kinescopes were rated high in technical quality by the vast majority of respondents (87%). "Karen and Yvonne" and "Sally" were seen as most believable by most people but "Sally" and "Frank" were rated highest in instructional value. "Charles" was rated lowest in both believability and instructional value.

4. Reactions to the color films in the Wilson institutes were generally consistent with those in the Janus institutes. The incident involving a non-student visitor and a teacher in the hall was seen by most respondents as the most believable but the incident involving a citizens committee's request for police in the school was seen by a plurality of respondents as having the greatest

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[3] It should be noted that percentage comparisons between ratings obtained at the Janus and Wilson institutes are not precisely comparable. Adjustments need to be made for the inclusion in the Wilson summaries of a category of non-respondents which was not broken out in the Janus figures. The effect is to reduce slightly the Wilson percentages in all other categories.

instructional utility. All three color films, however were rated either good or outstanding on technical quality, believability, and instructional utility by more than 80% of the respondents.

5. Based upon the materials displayed at the institutes, most (56%) of those who responded to the question favored color films as a medium in comparison to kinescopes. However, comparison with the results obtained at the Janus institutes, at which 92% of the respondents favored the same color films over the Janus kinescopes, suggests that the medium may not be as significant as other factors, such as content and technical quality.

6. The vast majority of respondents rated the background booklets high in instructional value both as part of the total simulation (90%) and independent of the simulated problems (78%).

7. Almost all (96%) of the respondents rated the in-basket items high in instructional value and comparable ratings were noted with respect to other components of the simulation: audio interruption tapes (86%), Wilson Student Handbook (74%), Wilson Faculty Handbook (78%), Data Bank (90%), Role Play Situation (91%), Case Vignette (92%), Sequential Incident (87%), Wilson Instructor's Manual (89%). A smaller majority advised UCEA to continue developing pieces of "interpretive content" (66%).

8. Most prospective instructors felt they had gained sufficient understanding of the materials to make a judgment about them (77%). Most, although fewer, practicing administrators expressed the same judgment (54%).

9. Almost all respondents rated the institute directors as good or outstanding both as presenter (89%) and as discussion leader (87%), and most found the meeting times, locations, and facilities adequate to the purposes of the institutes (78%-87%).

10. Suggestions for future development included (a) the use of video-tape for feedback to role players, (b) the development and use of "anticipated results" sheets (a kind of structured feedback), (c) the development and inclusion of bibliographies containing works from the relevant literature, (d) the exploration in workshops of the implications of issues such as negotiations and school finance on the principal of Wilson High, and (e) the development of conceptual content deriving from and/or applicable to the Wilson Senior High School Principalship Simulation.

CHAPTER THREE

THE JANUS JUNIOR HIGH SCHOOL PRINCIPALSHIP SIMULATION

The School and Its Attendance Area

Janus Junior High School is an urban school in transition from an all White to a predominantly Black enrollment. It serves an area four miles long and two miles wide most of which is next to the core of Monroe City. A small finger of the attendance area, separated from the inner city portion by the Rio River and the Central and Western Railroad, extends north into upper middle class suburbia. Bordered on two sides by freeways and on another by North Columbia State University, the attendance area contains sections infested with blight and plagued with social problems as well as smaller sections housing middle and upper middle class families. This is a part of the city originally occupied by upper middle class white families who have moved out to the suburbs and left it to less affluent whites and to minority groups. Presently, about 30 percent of the population in the area is Black with an equal number of Appalachian Whites. Poverty and crime are high and people who live there disagree as to whether it is safe to be out alone after dark.

Land use in the area can be divided into three broad classifications; residential, industrial and retail business. Residences occupy 75 to 80 percent of the land with the remainder equally divided between industry and retail business.

Residences vary from brick homes with large well kept yards to run-down wood frame houses surrounded with trash and rubble. There are two low socio-economic neighborhoods in the Janus attendance area. One consists primarily of white Appalachian families; the other is a Black neighborhood.

Industries are found along the two railroads crossing the area; the Central and the Western in the north central and the North Columbia Central in the south. There are a few factories and plants that can be classified as large industries but most of them are small.

While there are small corner stores and groups of shops scattered throughout the region most of the businesses found in the Janus attendance area are located along Lewis Street and 5 Avenue, main streets running

east-west and north-south, respectively. Except for grocery stores, there are no large chain stores in the area. The businesses on Lewis Street are small while those on 5 Avenue include nice restaurants, garden stores and small shops selling more expensive merchandise.

The Deep Conservation District, a Title I Urban Renewal Project, has had a profound effect on Janus and its attendance area. It is a conservation project and has as its primary goal decent housing for poor people. Some of the ancillary activities of the project include a community swimming pool, land for a hospital expansion and parking, playground and athletic field for Janus and improvements of streets, sidewalks and alleys in the area.

Special features of the area include a city park, two old peoples' homes, one hospital, eight civic agencies and one parochial school. Ten elementary schools, at least as many churches and numerous apartments, all operating far from capacity, are bleak evidence of the once prosperous nature of the area.

Janus Junior High School contains grades 7, 8 and 9 in a building which was orginally constructed as a senior high school in 1898. Since then that three-story brick structure has had three additions; a two-story addition containing the boys' gymnasium, offices and classrooms in 1927, the cafeteria in 1954 and the auditorium, girls' gymnasium and music rooms in 1963. This type of patchwork construction has resulted in a very odd building consisting of 31 classrooms, 15 special rooms, offices and workrooms. Except in the newest addition ceilings are high, halls are narrow and poorly lighted and traffic flow is confused. Even though most of the facility is old and run down it is extremely well maintained.

There are 42 teachers, one full-time and two half-time counselors, two reading specialists, one home-school community agent, eight custodians, five cooks, two clerks, one part-time nurse, one librarian, a half-time curriculum coordinator, a vice-principal and a principal on the staff at Janus. Students are drawn from the 10 elementary and one parochial school in the area and, while a few enter a technical high school, most go on to Wilson High School.

The student body consists of young people from all economic strata of the community; approximately 30 percent are Black, a figure which has been growing in recent years. Many teachers maintain that their students are slow to learn, that they dislike school and that their parents show little or no interest in the school. The Monroe City School Profile, a published summary of student achievement test scores and other school data comparing each school with the entire district, indicates that Janus students achieve below the district norms in all academic areas. This report further indicates that absence rate, pupil mobility and proportion of pupils above age in grade level

are higher at Janus than district-wide averages.

The Monroe City School Profile shows that teacher preparation and experience is less at Janus than district-wide averages. Forty-three percent of the faculty are men, 32 percent have a masters degree or more and the average length of teaching experience is 10.3 years. There are two Negro and one Oriental teacher on the staff. All of the rest are White.

The curriculum at Janus is the same as the curriculum in other junior high schools in Monroe City. Further, it is typical of that found in many junior high schools throughout the nation. English, mathematics, social studies, science, physical education, home economics and industrial arts are the required courses. Electives include art, music, business education, foreign language, dramatics, home economics and industrial arts. Courses in power mechanics and remedial reading are special features of the curriculum. The faculty is departmentalized by subject matter areas and students move from class to class on a nine 40-minute period daily schedule. There are nine service clubs, five activity clubs and a student council available for student participation. Boys may participate in junior varsity and varsity inter-scholastic basketball, baseball or track and girls may become junior varsity or varsity cheerleaders. Dances are held throughout the year.

The school is lead by a principal, vice-principal and department chairmen. The dress code is explicit and strictly enforced. Suspensions are high and corporal punishment, in the form of a wooden paddle, is used extensively.

In sum, an urban junior high school and its attendance area, each in transition, has been described. Janus has characteristics typical of hundreds of other junior high schools across the nation which are located in the inner city. Most of these schools are attempting to keep up with the community in which they function and to bring relevant education to the young people they serve.

Components of the Simulation[1]

A number of sets of the Janus Junior High School Principalship Simulation materials have been prepared for dissemination. Each set contains materials sufficient for 25 student role players including all the General Materials and three 16 mm. films. Materials may be obtained in sets or by separate components, as needed.

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[1]More detailed descriptions of the Janus materials are available from The University Council for Educational Administration.

General Materials

1. Background Library: 25 copies of each of 15 background booklets describing various aspects of Monroe City and its schools.

2. 35 mm. Color Slide Presentations (including audio-taped narrations):

a. Janus Junior High School: Its Attendance Area (21 minutes)

b. Janus Junior High School: The School (21 minutes)

3. Janus Student Handbook: 25 copies

4. Janus Data Bank: 8 copies of each data bank item in steel file cabinet; includes three audiotapes.

5. Janus In-Basket I: 25 sets of 22 items.

6. Janus In-Basket II: 25 sets of 22 items.

7. Audiotaped Interruptions: Janus Junior High School.

8. Janus Expendable Materials: 25 sets.

9. Janus Principalship Instructor's Manual.

10. Suggestions for Use of the UCEA Monroe City Simulations.

11. Packet Specimen Evaluation, Response Forms

16 mm. Films

1. Background Film: "Monroe City" (30 minutes, color).

2. Five Kinescoped Interruptions (20 minutes, black and white).

3. Three Critical Incidents (10 minutes, color).

In addition to the materials listed above, which are currently available, two other types of materials are currently in preparation. The first is a filmstrip which will provide more detailed information than the background film, "Monroe City," on the Monroe City Public School System and its environment. The second is a set of structured feedback instruments designed

to help role players identify patterns in their own behavior and to compare these patterns with those of other role players and with theoretically derived models of organizational behavior. Both the filmstrip and the structured feedback instruments will be available for dissemination during the 1971-72 academic year.

Evaluation of the Janus Materials[2]

Instructional materials institutes were held at fifteen regional locations in the United States and Canada. These institutes were designed to achieve three kinds of objectives: (1) to demonstrate the materials, (2) to demonstrate the nature of this type of simulation, and (3) to demonstrate some instructional applications. An evaluation instrument was designed to obtain the judgments of institute participants about the institutes and the Janus Junior High School Principalship simulation materials. Returns were received from ten institutes in time to be included in the formal evaluation. These included those held at the following universities: Alberta, Berkeley, Buffalo, Colorado, Connecticut, Houston, Illinois, Minnesota, William and Mary, and one unidentified institution. Respondents included 236 individuals distributed in the following role categories:

Administrators:	80 (34%)
Professors:	101 (43%)
Students:	40 (17%)
Others	15 (6%)

Ratings varied across respondents but a number of generalizations are possible based upon the data collected:

1. The background film, "Monroe City," was evaluated more favorably with respect to technical quality and general interest than it was with respect to specific content. There appeared to be a significant "Director Effect" operating which suggests that the director's approach to the film and its meaning in the simulation context may be an important variable in determining the attitudes of participants toward it.

2. Both 35 mm. color slide presentations, "Janus Junior High School: Its Attendance Area," and "Janus Junior High School: The School," were well received across institutes with more than 90% of the respondents rating them good or outstanding in all categories, including technical quality (97%, 95%), interest (97%, 97%), as a source of information for the principal (96%, 94%), and as an independent source of information apart from the simulation (93%, 90%).

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[2]A more detailed evaluation of the Janus institutes and materials is available from The University Council for Educational Administration.

3. The original kinescopes were rated low in technical quality by most respondents (78%). (These kinescopes have since been re-done and the technical quality is much improved.) Two incidents were rated highest in both believability and instructional utility. These were (a) the confrontation of the black student with the white teacher and (b) the confrontation of the black students with the principal.

4. All the color films were viewed favorably by a large majority of respondents (75%-99%) on all criteria. "The Outsider" was rated highest in believability by most respondents (57%). "Outside Advice" was rated highest in instructional utility by most respondents (55%). "A Sincere Proposal was rated lowest in both categories.

5. In comparisons with the original kinescopes, a large majority of the respondents favored color films over kinescopes as a medium of presentation (84%). Data are not yet available on comparisons with the revised kinescopes.

6. The vast majority of respondents rated the background booklets high in instructional value both as part of the total simulation (98%) and independent of the simulated problems (90%).

7. Almost all of the respondents rated the in-basket items high in instructional value (98%) and comparable ratings were noted with respect to other components of the simulation: audio interruption tapes (97%), Janus Student Handbook (96%), Janus Data Bank (99%). A large majority (84%) advised UCEA to continue developing pieces of "interpretive content."

8. Most prospective instructors felt they had gained sufficient understanding of the materials to make a judgment about them (93%) as did most practicing administrators (98%).

9. Directors were rated good or outstanding by almost all respondents both as presenters (98%) and as facilitators (97%), and most found the meeting times, locations, and facilities adequate to the purposes of the institutes (83%-92%).

10. Almost all respondents supported plans for developing further pieces of descriptive, interpretive, and conceptual content (96%).

11. A variety of specific suggestions and comments were made by respondents. These followed an open-ended format and included ideas related to learning and evaluation, adequacy of the data available to support the simulation, the need for a more representative mix of stimulus events, suggestions about specific materials, institute purposes and methodology, and suggestions for future simulations.

CHAPTER FOUR

THE ABRAHAM LINCOLN ELEMENTARY SCHOOL PRINCIPALSHIP SIMULATION

The School

The Abraham Lincoln Elementary School is located in the inner-city on 1.89 acreas of land with a blacktop playground. The building was constructed in 1902 with an addition made in 1912 and another in 1962. Tupical of many of the elementary schools in the inner-city, it is a combination of old and new on a very small site. The Lincoln School has thirty-two regular classrooms, an auditorium-gymnasium combination, and several offices, small lounges, and storage areas.

The Abraham Lincoln Elementary School is over-crowded. Designed for approximately 780 pupils, the enrollment in 1970-71 was 1,023. Class sizes exceed the Monroe City stated policy.

The Abraham Lincoln Elementary School has a harsh, old exterior. However, it was selected by the administrators of the city school system as a typical inner-city, ghetto school building.

The Pupils

The pupils at Abraham Lincoln Elementary School are virtually 100 per cent Black and from lower-middle and lower socio-economic backgrounds. The pupil population has changed from nearly all white to mixed white and Black in the previous fifteen years. Eight to ten years ago the school was 50-50. There has been a mass exodus of white families with school aged children in the last 5-10 years. According to cumulative records and other reports provided through pupil personnel services in the city on a fifth grade class , the fourth grade mean score on the California Test of Mental Maturity (CTMM) was 83.1 (language), 89.7 (non-language), and 86.6 (total); for second grade it was 81.9, 86.7, and 84.5, respectively. Grade placement on the California Achievement Test (CAT) of fourth graders was 3.24 for reading and 2.88 for arithmetic. Second graders scored 1.58 on reading. The mean achievement scores were between one and two years below those of children of the same grade in white middle and upper-middle class socio-economic areas in the city. The difference in mean IQ , as

measured by the CTMM, ranged from 13 to 20 points on the total scale for fourth graders and 15 to 23 points on the total scale for second grade pupils. There is evidence that the pupils at Lincoln have shown increasing disinterest in school with parallel signs of apathy and/or hostility as they have progressed through the grades.

The Staff

The certificated staff of Lincoln Elementary School numbers forty-two. Among the forty-two are 32 full-time, regular teachers, two part-time physical education teachers, a part-time nurse, six educational aides, and a principal. The non-certificated staff includes two secretaries, one office clerk, one engineer, one custodian, and five part-time food service personnel. There are fifteen Black teachers among the teaching staff of thirty-five. All the educational aides are Black. About one-half of the non-certificated personnel are Black. The staff is bifurcated along age lines. The white teachers tend to be older (50-65) while the Black teachers are typically younger (23-45). There are six men on the staff.

Instructional Organization and Curriculum

The Abraham Lincoln Elementary School is traditionally organized on a K-6 pattern with some specialized instruction in physical education. The school has three classes for special education on a 1-2, 3-4, and 5-6 organization. There are compensatory education classes which draw their students from the regular or special education classes for instructional purposes. The social studies curriculum is based upon guidelines similar to those used by other elementary schools in Monroe City. The mathematics curriculum demonstrates an orientation toward the new math. The language arts curriculum is "English" and is heavy on reading, writing, and listening skills. The science curriculum is not structured or articulated within a K-6 sequence but mirrors the interests of individual teachers in their own units of study. Music and art are not taught by specialized teachers but by the regular classroom teacher.

The Community

The community is a small contiguous area bounded on the north by the Interstate system. The Lincoln School is part of a larger Lincoln Community which has an identity distinct from Monroe City as a whole. The Lincoln School is the center of focus for the community, but there are other schools in the area. The Lincoln community is characterized by single and multiple family dwellings occupied by one or more families per unit. There is considerable re-development in the area but little of it has resulted in housing commensurate with the income level and job security of the Lincoln Area resident.

The Lincoln Area has 5,913 residents, according to the 1970 census. Of these there are only 321 whites, mostly elderly. In the 1960 census the Black-White population was almost evenly split. The mobility of the area is high, although there has been some stabilization in the past five years according to data on 4,833 residents, 2,920 lived in different houses in 1970 than they did in 1965. Of the 2,260 persons under 18 only 1,315 lived with both parents in 1970.

Nearly one-half of the housing units in the area are in some form of deterioration, and 1,776 of the 1,873 units were built before 1949.

Components of the Abraham Lincoln Principalship Simulation

I. Background Booklets on Monroe City.

The general library of information describing Monroe City and its school system consists of fifteen booklets on different aspects of Monroe City and its school system.

II. "Monroe City" Film.

This 30-minute, 16 mm color film, entitled "Monroe City," provides a view of the city from a "middle class" perspective.

III. "Monroe City" Filmstrip.

This 20 minute filmstrip provides information more specific to the school system and conditions affecting it.

IV. "The Abraham Lincoln School and Community" Film.

This 25-minute, 16 mm color film provides a tour of the neighborhood and the school conducted by the outgoing principal of the school. In addition to making participants somewhat familiar with the school, the film is designed to alert the viewer to certain issues to which subsequent decision problems are keyed.

V. "Perspectives on the Principalship" Film.

This 12-minute, 16 mm black and white film provides participants different perspectives on the Abraham Lincoln Elementary School Principalship in addition to that of the outgoing principal. The setting is late May and the following persons are interviewed:

1. Superintendent of Monroe City Schools
2. Director of Special Education
3. Another Principal in Monroe City
4. A Parent in the Abraham Lincoln Attendance Area

VI. Community Action Council Tape.

This 16-minute, cassette tape contains interviews with community leaders in the Abraham Lincoln Elementary School attendance area. Those interviewed are:

1. Poverty Agency Director (3 minutes)
2. Youth Social Worker (4 minutes)
3. Local Business Man (5 minutes)
4. Community Action Council School Worker (4 minutes)

VII. Abraham Lincoln Elementary School Faculty Handbook.

The 32-page Abraham Lincoln Elementary School Faculty Handbook, typically kept on the principal's desk, includes the following information about the school and its day-to-day operation: selected excerpts from the administrative guide of the Monroe City Public Schools, rules and regulations of Lincoln school, the staff roster, daily schedule, the school calendar, floor plans of the building (including the route of the guided tour in the film, "The Abraham Lincoln School and Community"), and a map of the attendance area.

VIII. Abraham Lincoln Elementary School Information Bank Packet.

The information bank is in the form of office files containing data and information relevant to the decision problems. The materials are designed to provide participants with opportunities to develop skills in data search, screening, and utilization in the decision-making process. Contents include information on pupils, curriculum, staff personnel, community, administration and operation, and miscellaneous subjects.

IX. "The Office" Film and In-Basket.

This variable-length, 16 mm color film depicts several occurrences on an early September morning in the office of Pat Williams, the newly appointed principal. In addition to several somewhat minor problems requiring decision and action, two major incidents are presented.

X. "The Unwanted Pupils" Film.

This 8-minute, black and white 16 mm film contains, in addition to the involved teacher's presentation, views presented by:

1. Another Teacher
2. The School Psychologist
3. The Mother of One of the Unwanted Pupils

XI. "The Accused Teacher" Film.

This 10-minute, black and white 16 mm film contains the parent's accusation made in "The Office" film and additional statements by:

1. The Accused Teacher
2. A Fellow Teacher
3. The Social Worker
4. The Teachers' Representative

XII. In-basket I.

In-basket I contains nine written incidents; a group decision problem; a role play situation; three sequential problems chosen to indicate recurring stimulus events of increasing complexity; and a description of the setting for the in-basket (Monday, September 14) including the conditions, limitations, and procedures to be followed in responding.

XIII. "The School" Film.

This variable length, 16 mm color film depicts several occurrences in the school on a typical day in January. "The Office" film introduces several minor problems and two critical decision problems involving a classroom visitation and the "mainstreaming" of special education youngsters.

XIV. In-basket II.

The contents of In-basket II (Tuesday, January 19) are similar in form to In-basket I.

XV. In-basket III.

The contents of In-basket III (Thursday, May 20) are similar and parallel to those of In-baskets I and II.

XVI. In-basket X-Y-Z.

In-basket X-Y-Z includes stimuli relating to three major challenges facing the urban principal. To deal with these major problems a thorough familiarity with the Monroe City and Abraham Lincoln background and data bank materials, as well as considerable time for independent study, interpretation, and planning are required. The setting for this in-basket may be varied. The items may be utilized singly, in combinations, or in conjunction with In-baskets I, II, or III.

XVII. Expendable Materials.

The expendable materials contain those items used by the participant as he works through the simulation exercises and must be re-supplied for each successive use of the packet. These expendable materials, supplied in quantity in the sub-packet, include:

1. Abraham Lincoln Elementary School letterhead and memorandum stationery to be used by participants as they respond to In-basket items.
2. Information Bank request forms to be used by participants throughout the simulation as they seek data from the Information Bank. The Abraham Lincoln Elementary School Information Bank Use Form may be completed by the participant or the program director and may subsequently be used for various kinds of analyses, including student search patterns and frequency of use of the data bank materials.

Previews and Evaluations of the Abraham Lincoln Elementary School

In the fall of 1971, 18 universities in different parts of the United States provided institutes to preview the different components of the simulation. Professors and school administrators attended these institutes. The following institutions and individuals contributed to this aspect of the endeavor:

Auburn University, Dr. John C. Walden
Boston University, Dr. Loren W. Downey
University of California, Los Angeles, Dr. Richard Williams
Fresno State College, Dr. Orley Wilcox
Memphis State University, Dr. Frank Markus
University of Nebraska, Dr. Howard Eckel
New York University, Dr. Carl Steinhoff
University of North Carolina, Dr. Roy Harkin
Purdue University, Dr. Charles Kline
University of South Florida, Dr. Jean A. Battle
Syracuse University, Dr. Donald Herring
University of Texas at Austin, Dr. Wailand Bessent
University of Texas at El Paso, Dr. John McFarland
University of Virginia, Dr. William H. Seawell
University of Washington, Dr. Robert A. Anderson
Washington University, Dr. David Colton
Wayne State University, Dr. Duane Peterson
University of Wisconsin, Dr. Lloyd Frohreich

Evaluation of the Simulation

At the time of this writing evaluative data had not yet been obtained. By the end of 1971 a substantial amount of information should be available from the institutes described above. A summary of findings will be available from UCEA during the winter of 1972.

CHAPTER FIVE

THE MONROE CITY SCHOOL SUPERINTENDENCY SIMULATION

It is widely recognized that major forces have impacted upon the school superintendency during the last decade and that these forces have wrought substantial changes in the post and have brought new challenges before it. This generalization applies to school superintendencies in various types of school districts and perhaps is clearest in the case of the urban school superintendency. Several assumptions about the changing nature of the school superintendency, which are presumed to have significant implications for the Monroe City School Superintendency simulation are set forth below:

1. The political environment of the school superintendent has expanded and school systems are less isolated than formerly from political processes. It is well known that during the 1960's the federal role in education expanded substantially. This expansion activated a more vigorous role in states and in state education agencies. One result is that school superintendents now more than in the past must be oriented toward federal agencies of government, particularly the USOE, and to state education agencies through which a substantial amount of federal funds are channeled. It also seems clear that the federal government through the Supreme Court and Congress has increasingly made decisions which have had influence upon the actions of local school districts and the superintendents who head them.

The political environment of the school superintendent also has expanded at the local level. Now more than in the past, school systems must relate to such agencies as those concerned with welfare, crime, health, transportation, and housing. In addition, there is an increasing amount of interaction with a range of community groups and with those involved to say that school superintendents must interact more frequently than formerly with personnel in municipal government and with those in various types of metropolitan organizations. In sum, then, the school superintendent must not only cope with more extended and active federal-state-local educational government relationships but he must also function in an expanded inter-agency and inter-governmental arena at the local level. It is little wonder that school superintendents view their increasing "visibility" as one of their major problems![1]

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[1]American Association of School Superintendents. The 1970 Profile of Administrator Preparation Programs, 1971.

2. School superintendents and school districts are faced with increasingly limited financial resources, relatively speaking, at a time when the demands for education continue to be great. No long discourse is needed to document the fact that school systems are facing grave financial questions, especially within the urban context. Federal support which grew substantially in the 1960's has leveled off and in some cases has been cut back. The states have been faced increasingly with very substantial and growing demands for welfare, health, education, and other services at a time when taxes are perceived to be very high and tax bases in fact are inadequate in most if not all states. The fact that school districts are having difficulty obtaining support locally is suggested by the fact that most bond issues over the country during the last year have failed and a number of school systems have had to "close down" for specified periods of time because of inadequate resources. The relative slowing in financial support has been accompanied in recent years by growing expenditure levels, precipitated by inflation and the increasing salaries of personnel, among other things. Thus, the attainment of financial support for schools in an atmosphere of "financial squeeze" will be a continuing challenge to the school superintendent.

3. The last decade has seen substantial changes in the relationships between business and education. During the 1960's business became increasingly interested in education. This development was encouraged by governmental policy at all levels. Various governmental leaders have espoused the view that the private sector, noted for its efficiency and for its capacity to adapt, can help solve public sector problems, including those associated with education. Business' changing relationship with education is being expressed directly in the educational process through such avenues as performance contracting and indirectly through more substantial research and development efforts to bring about change in the instruction and management of schools. It is also expressed through the offering of new products, services, and consultation arrangements to school systems and it may be seen in the fact that distinguished groups of national business leaders such as are represented in the Committee for Economic Development are taking positions for the first time on important educational issues facing the nation and are seeking support for these positions within the political arena.

It is widely recognized that the high aspirations expressed by business leaders in the early 1960's for influencing and servicing education have as yet not begun to be substantially realized. At the same time, it must be agreed that the private sector is becoming increasingly interested and increasingly involved in education and that the school superintendent is inevitably caught up in the emergent web of business-education relationships.

4. Communities served by school districts have become much more fragmented in character and community group demands more pluralistic in nature. Clearly, the widespread and growing interest on the part of citizens in education during the last decade has become more and more heterogeneous in its

expression. More and more community groups seem to be making more diverse and more militant demands upon school systems. Underlying this phenomenon are many factors. One of these certainly is the growing complexity of society and the tendency toward specialization and fragmentation. Another factor is that there are a number of community groups that are clearly disadvantaged and they are seeking redress from inequalities. Increasing pluralism and fragmentation poses a major problem to leaders desiring to achieve general understanding of the purposes of education and the needs which these should serve. Put differently, many voices tend to make for ambiguity about what schools should do and school superintendents are faced with special challenges in helping communities chart clear educational directions amid this ambiguity.

5. Conflict tends to be a constant companion of the school superintendent. Forces internal and external to schools continue to generate conflict within the educational arena. Not only do the major forces conflict with one another but they also generate internal conflict. The Negro protest movement, for example, has come up against conservative community groups opposed to the movement. At the same time, it is clear that within the Negro protest movement there are those who believe in integration, for example, while others, espousing desegregation, hold conflicting views. To take another example, the efficiency values inherent in business activate counter-tendencies in those who have substantial concerns about human values in school systems at the same time that in the business community itself there are conflicting views about the social responsibility of the firm. There is conflict between and among teachers' organizations at the same time that, as a group, they are making demands that generate conflict with those having general decision-making responsibilities in school districts. Suffice it to say, then, that coping with conflict is an important function of the school administrator in present day administration. It seems unlikely that this condition will change substantially, at least for the foreseeable future.

6. Inherent in the various expressions of communities and school systems is widespread and strong motivation for the attainment of change in education. Many of the developments associated with school systems reflect a dissatisfaction with the status quo. The efforts of government at various levels, as already implied, are directed toward change and improvement in schools. The hoped-for involvement of the private sector in education is often based upon aspirations for innovation and more effective education. An increasing number of intelligent citizens are raising searching questions about the adequacies of current school arrangements and students themselves are taking up the cudgels for altered school climates and for changed instruction. Researchers and developers are seeking to provide bases for changes in the status quo and teacher organizations are turning increasingly to questions of improvement of instruction. Thus, the school superintendent must live with strong aspirations for change. Moreover, he is expected to facilitate constructive innovation and improvement in school systems.

7. Recent years have brought about an increased emphasis upon planning and upon more rational modes of decision making in school districts. The press for change and the various forces impacting on education are requiring school districts to examine their current modes of decision making both within present time and future time frameworks. Insofar as the future is concerned, improved and expanded planning is becoming increasingly accepted as a desired and sound concept in educational administration. Planning is perceived by many to be an important tool of leadership. Through effective planning, events can to some degree be shaped and controlled in the direction of desired and explicit objectives for change. Basic to planning, of course, is research and development. Increasingly school districts are searching for more effective ideas and information to shape their decisions. Some of this information is being developed internally and some is being obtained from the outside. As greater emphasis is placed upon the role of information in decision making, the need for effective storage, retrieval, and management information systems is also highlighted. In one sense, the thrust toward planning and improved decision making represents an effort to achieve a vision beyond the status quo. Inherent in the trend is also an aspiration to come to grips with problems which are critical and which have long-range significance in contrast to ever-present "fire fighting" problems.

General Purposes of the Monroe City School Superintendency Simulation

Given assumptions such as those stated above about the nature of the superintendency and the directions toward which it is tending, certain deductions can be made about the behaviors likely to be required of school superintendents in the future. Such deductions should have direct implications for the purposes to be achieved through the projected school superintendency simulation. Emergent training needs, in other words, should be reflected in critical or significant leadership and administrative behaviors which school superintendents will need to express. The following general behaviors are set forth as guiding purposes for the simulation.[2] The general behaviors in turn can be used to articulate more specific behaviors.

1. Effective school superintendents will communicate a moral vision and a commitment to education larger than any given societal force or special interest. They will communicate vision and commitment by:

   a) displaying an understanding of significant societal forces, the value conflicts associated with these forces, and their implications for education and community life;

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[2]Jack Culbertson, Robin Farquhar, Alan Gaynor, and Mark Shibles. Preparing Educational Leaders for the 1970's. (Columbus, Ohio: University Council for Educational Administration, 1969), pp. 502-503.

b) establishing communication arrangements which enable differing community groups to express their aspirations for and concerns about "good" education and the "good" community;

c) demonstrating listening ability and a capacity to understand the differing public interests in education as they are expressed through formally established and informal communication channels;

d) making special efforts to project and achieve relevant educational experiences to help the socially and economically deprived and the racially discriminated against; and

e) using concepts basic to "good" schools, ideas obtained from the expressed aspirations of different interest groups, and understandings of larger societal forces to take the lead in helping communities articulate the role of education in the modern society and its potential for contributing to improved community life.

2. Effective school superintendents will help communities chart clear educational directions amid marked conflict and ambiguity. They will express this behavior by:

a) exploring and assessing unmet educational needs with school personnel and with citizen representatives;

b) identifying and describing with the help of educational and community representatives critical unmet educational needs and specifying the relationship of these needs to larger societal and community needs;

c) achieving community understandings and workable agreements about unmet needs;

d) translating critical educational and social needs into school system objectives and policies; and

e) helping establish priorities among school system objectives.

3. Effective school superintendents will help generate and implement new programs designed to achieve school system objectives and policies. This they will achieve by:

a) establishing adaptation as an important normative standard for educational institutions;

b) achieving greater school system planning capability and relating this capability to planning in other community and governmental agencies;

c) helping specialized staff to achieve new program designs;

d) establishing arrangements to facilitate program development which is tailored to the educational needs of differing attendance units and student populations;

e) helping relate planning and programming efforts effectively to budgeting, performance assessment, and school system evaluation; and

f) playing a leadership role in the acquisition of needed resources to implement experimental programs.

4. Effective school superintendents will help create organizational arrangements designed to facilitate program improvement and change. They will do this by:

a) helping develop a greater organizational capability for fostering and using educational research and development;

b) helping develop more systematic programs for the continuing education of school personnel;

c) helping establish new forms of organization to facilitate such functions as educational planning and evaluation;

d) facilitating the design of more functional information systems and more systematic ways of accounting to the public; and

e) experimenting with temporary structures, external cooperative systems, project teams, performance contracting, and other organizational arrangements designed to facilitate program change.

5. School superintendents will work effectively in an expanded political environment. They will do this by:

a) interacting with representatives of community groups and responding to diverse demands;

b) advising state and federal legislators on proposed or needed new programs;

c) developing greater understanding of various inter-governmental agencies and how inter-agency resources can be brought to bear upon educational and related problems;

d) helping staff relate more effectively to state and federal education agencies;

e) presenting points of view and ideas to those involved in community decision making processes about education; and

f) helping resolve constructively conflicting views and conflicting forces.

The list of behaviors noted above emphasize leadership rather than administration. Clearly, they represent a big order! It is also clear that the superintendent, if he is to help achieve the objectives, must work as a part of a much larger team. This poses an important question for those developing the simulation: To what extent should problems and situations be simulated that require the expression of individual behavior on the part of the school superintendent and to what extent should problems and situations be simulated that require superintendents to behave as members of administrative teams?

It might also be well to note at this point that interviews conducted in Monroe City and in the Monroe City school system have revealed six major challenges confronting educational leaders there. These challenges may be listed in general terms as follows: school system responsiveness and leadership initiative, education and race, curriculum reform, school finance and accountability, teacher-administrator relationships and collective negotiations, and student militance and unrest. These challenges also have implications for the purposes which might be sought through simulated situations. They represent substantive areas, in other words, within which behaviors such as those noted above might be expressed and developed.

Stated in general terms, then, the purpose of the projected Monroe City School Superintendency simulation is that of developing greater competence in behaviors such as those noted above. In the expression of these various behaviors, values, understandings, and skills are all involved. Consequently, the purposes of the simulation can be stated in still another way as follows:

1. Helping superintendents gain insight into the values shaping their own behaviors (these would include their own values as well as the values of other individuals and groups).

2. Helping superintendents understand important variables significantly affecting administration and leadership and the interrelatedness of these variables in decision situations.

3. Providing superintendents opportunities to practice skills in relatively risk-free simulated environments.

Preservice or Inservice Education?

It is anticipated that the projected Monroe City School Superintendency simulation can be developed to serve practicing and prospective school superintendents; however, portions of simulation designed for practicing superintendents should be much more advanced and complex and the problems should be more critical. For prospective superintendents experiences of an introductory or orientational nature should be included before more complex problems are experienced.

It is not presumed that the Monroe City School Superintendency simulation should be limited to superintendents of cities of a similar or larger size. It seems reasonable to believe that superintendencies in cities considerably smaller than Monroe City would profit from simulation experiences in inservice training situations. Suburban administrators, who must relate in various ways to urban systems, should also be able to profit from the simulations. It is also anticipated that a wide range of prospective administrators aspiring to positions in various kinds of districts could learn from the simulation in on-campus workshops or seminars.

Background Information and Types of Problems Simulated

The general background information for the Monroe City School Superintendency would be similar to that for other simulations. More specifically, the fifteen background booklets and the "Monroe City" film would be useful background information. In addition, it would seem desirable to develop a school system filmstrip which would concentrate upon the school system and the community. This piece of background information, of course, could be used and could be developed to be used with other simulations as background information.

In the simulations developed to this point, the problems depicted have tended to be rather specific ones which can be relatively easily packaged in in-basket items, audio tape recordings, or filmed incidents. These types of problems might be included for use to orient prospective superintendents and to give them some feel for the nature of the school superintendency. However, for the practicing school superintendent, much more challenging and less well defined problems should be made a part of the simulation. In other words, considerable emphasis should be placed upon providing opportunities to school superintendents to define problems themselves. This position of course has important implications for the kind of data bank information that would be provided and the particular ways data would be presented to facilitate problem definition.

Problems presented so far in URBSIM have also been designed almost entirely for individual decision making. It would seem desirable to develop some team decision problems in the Monroe City School Superintendency simulation in which practicing and prospective superintendents could participate in group decision making simulations.

d) helping staff relate more effectively to state and federal education agencies;

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The general background information for the Monroe City School Superintendency would be similar to that for other simulations. More specifically, the fifteen background booklets and the "Monroe City" film would be useful background information. In addition, it would seem desirable to develop a school system filmstrip which would concentrate upon the school system and the community. This piece of background information, of course, could be used and could be developed to be used with other simulations as background information.

In the simulations developed to this point, the problems depicted have tended to be rather specific ones which can be relatively easily packaged in in-basket items, audio tape recordings, or filmed incidents. These types of problems might be included for use to orient prospective superintendents and to give them some feel for the nature of the school superintendency. However, for the practicing school superintendent, much more challenging and less well defined problems should be made a part of the simulation. In other words, considerable emphasis should be placed upon providing opportunities to school superintendents to define problems themselves. This position of course has important implications for the kind of data bank information that would be provided and the particular ways data would be presented to facilitate problem definition.

Problems presented so far in URBSIM have also been designed almost entirely for individual decision making. It would seem desirable to develop some team decision problems in the Monroe City School Superintendency simulation in which practicing and prospective superintendents could participate in group decision making simulations.

Components of the Simulation

Background Components

Several of the components of the simulation would be designed to provide background information to those assuming the Monroe City Superintendency post. Among these are the following:

1. Background Booklets. The fifteen background booklets would constitute one component. About half of these are devoted to a description of internal dimensions of Monroe City school system and about half are devoted to a description of external aspects of or the external environment. One of the booklets summarizes the content presented in the other fourteen.

2. Monroe City Film. This 25-minute color film depicts a number of Monroe City's general characteristics. It presents a particular perspective which a number of viewers have described as a "chamber of commerce" orientation. It is somewhat generalized in character and in a sense seeks to communicate the "spirit" of cities generally.

3. A Filmstrip on the Monroe City School System and Community. This filmstrip might well be used with other simulations and, for this reason, it should depict the characteristics of the Monroe City School System and critical variables in its environment. Insofar as the environment is concerned, contrasts in aspects of the city might be depicted as well as selected facts related to the political, economic, and social dimensions of the city.

4. The School Superintendency Setting. It would seem desirable to develop information on the setting of the Monroe City School Superintendency. This would involve descriptions of key social systems in which the previous superintendent worked. Included might be the school board, the cabinet, a teacher advisory group, a businessmen's group, and so forth.

5. Data Banks. In contrast to past practice of developing one general data bank for a simulation, it is suggested that several data banks be developed for the Monroe City School Superintendency. There would need to be two data banks developed for each of the two macro problems described below, for example. In addition, it is suggested that data banks be developed selectively for a few additional problems. A few additional simulated problems might be identified and used to select and assemble detailed decision making information. The problems selected would likely be of a non in-basket type.

Instructional Components

Some of the instructional components might be oriented toward providing practicing and prospective educational leaders who are inexperienced in the

urban superintendency, an orientation and introduction to the post. These components would be designed, in other words, for those who have not sat behind an urban school superintendent's desk and experienced problems which confront them and other administrators in urban school systems. They might include the following:

1. In-basket I. This set of in-basket items would be selected to provide prospective administrators a feel for the range of problems which come to the superintendent's desk in the form of letters, memos, telegrams, and other media. A possible classification scheme for selecting the items would be the grid developed and used in the DCS effort.

2. In-basket II. This in-basket would present problems much more critical in nature; they might include decision situations having to do more with change and leadership than with administration. The problems might be developed within a framework such as that represented by the six challenges identified in the Monroe City school system as noted above. They would be designed more for use with inexperienced than with experienced administrators.

3. A Politics of Education Game. This game would again be designed largely for those with limited administrative experience. One of its purposes would be to enable trainees to get a feel for the politics of education in Monroe City. It might involve competition among various groups with differing interests and goals and could be based upon a model similar to that represented in the School Board Game. It might also be informed in its development by ideas presented in the book by Allen Zollen entitled Dynamic Management Education (1969).

4. A Set of Four Cases. The cases would be based upon decision situations which actually faced the school superintendent in Monroe City during the period when the simulations were being developed. An effort might well be made to present data leading up to the point where a decision was to be made; each case might end at that point. The cases would be designed for use more with prospective and inexperienced superintendents than with highly experienced ones. However, they could be tested in continuing education settings with administrators in sub-superintendency positions to determine their appropriatedness. Two of the cases might be based upon internal problems and two upon external problems.

5. A Set of Audio Tapes. Approximately a dozen audio tapes might be developed as a part of the instructional packet. I believe the "over-lay" commentary used in the kinescopes in the past could be useful in some of these tapes, although traditional patterns involving direct communication by the secretary could also be used for some tapes. It would seem desirable to experiment with other ways of getting messages to the superintendent for decisions. For example, someone from the community could be in the superintendent's office

communicating his strong feelings about inequalities in education. Another person from inside the system, such as the president of the Monroe City Teachers' Association, might make substantial demands upon the superintendent in a public meeting.

Finally, it would seem desirable to experiment with multiple perspective filmed problems with appropriate "overlay" commentary a la the University of Wisconsin materials. Again some of the problems might arise in the external environment of the school system and some might have their origins in the internal environment. Most of the projected tapes would undoubtedly be more appropriate for use with prospective and inexperienced administrators. The more complex ones could be designed for use in the continuing education of practicing superintendents.

6. A Set of Kinescopes. Two classes of learning stimuli might be projected for this component. About six kinescopes might present demanding and conflicting problems to those assuming the Monroe City school superintendency. An effort might be made to grade the problems from relatively demanding to more demanding. The less demanding might be used more in introductory preservice situations and the more demanding in continuing education situations. Approximately half of the problems might be internal to the school system and half external to the system.

The second class of learning stimuli might be designed to require practicing and prospective school superintendents to respond through videotaped behavior. Responses might be made by trainees, for example, to stimuli that requirethem toperform in such ways as the following: to take positions on specified critical issues; to provide information to public(s) or their representatives concerning a complex question; to state important value positions (e.g., those associated with the purposes of education); or to indicate how the purposes they value relate to or should be related to the needs of Monroe City. Questions could be put from the context of a television program by an interviewer, a newspaper man in the superintendent's office, a conversation by telephone from a disturbed parent, and so forth. Some could be more future oriented and be based, for example, on the Syracuse Policy Center's series "Emerging Educational Policy Issues in Law." By recording behavior on videotape, the prospective or practicing school superintendent would have a type of feedback not now built into existing instructional materials. By sharpening the behavior required, it would seem possible also to develop feedback mechanisms to help trainees obtain special insight into their behaviors.

7. Six Team Problems. Team problems could be simulated within such contexts as the following: a school board meeting, a cabinet meeting, a special commission meeting (e.g., discrimination in the schools), a planning division staff meeting, a collective negotiation situation, and so forth. Group process skills would be involved. Conflict could be built in. For example, a

game involving the various cabinet members in budget decisions basic to the carrying out of their various responsibilities could be developed for use.

8. Macro Problem One: The Bond Issue Failure. In a paper prepared by John Brubacher and Mark Shibles and dated May 21, 1971, a rationale was set forth for simulating a "macro" problem. This problem would be much more complex and have a greater range of instructional potential than the usual problem presented in films, in-baskets, or through other media. The solution of the problem would require the "co-mingling of many inter-dependent functions."[3] It would also be designed in such a way that prospective practicing administrators, after having experienced the macro problem, could go directly to practice situations and make proposals for the "solution or management of similar complex problems."[4]

The simulated macro problem, as projected by Brubacher and Shibles, would focus upon a $83 million bond issue which was defeated by a 2-1 margin in Monroe City. Even though this issue obviously would involve school finance, many sub-problems would be involved: "school integration (the proposal maintains the present de facto segregation patterns); inter-agency relations (the city needs additional revenues that it desires to put up for referendum); curriculum and instruction (how should the proposed facilities be constructed to facilitate new methodologies); and general school finance."[5] Clearly the problem also involves political issues and substantive areas such as the economics of education, the sociology of education, the philosophy of education, and learning theory.[6]

The macro problem would require learners to develop major planning competencies. These would include: needs assessment, development of objectives, analysis, and evaluation.[7] Other processes such as conflict management, innovation, and organization could also be developed and practiced in the simulation.

It would be necessary to develop a substantial data bank in order to enable those involved to participate optimally in the solution of the macro problem. This could include, for example, a range of newspaper items about the bond issue specifically as well as items depicting events leading up to the vote. Post mortem data could also be included.

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[3]John Brubacher and Mark Shibles. Prototype of the Superintendency Simulation. Mimeographed, May 21, 1971, p.1.

[4]Ibid., p. 2.

[5]Ibid., p. 2-3.

[6]Ibid., p. 3.

[7]Ibid., p. 3.

According to the plans projected by John Brubacher and Mark Shibles, content would be prepared to be used in specific ways in helping students resolve and understand the macro problem. This content might be drawn from a variety of disciplines.

It should also be made clear that those developing solutions to problems would be required to defend them in role playing situations. More specifically, actual board members would be involved in receiving recommendations from those in the simulation situations and they would either accept, reject, or reject with qualifications the proposals made to them.[8]

9. Macro Problem Two: Study of Racial Discrimination. Macro problem two would center initially upon a recent report prepared by a committee, which was appointed by the Monroe City school board, on racial discrimination in the schools. The commission was requested to study complaints about discrimination, to offer evidence on the issue, and to develop recommendations concerning it.

At this point no attempt will be made to spell out further how the second macro problem might evolve; however, its evolvement might well follow lines similar to those suggested for Macro Problem One.

10. Conceptual and Interpretive Content. As with other simulations, both conceptual and interpretive content would be included in plans for the materials on the Monroe City School Superintendency. Interpretive content (See Chapter Thirteen) would necessarily be developed after the simulated situations and descriptive content were available. Planning for the conceptual content could be done in early stages of developing the simulations.

Guidelines for Developing the Projected Monroe City School Superintendency Simulation

In sum, there are a number of guidelines which could help shape the development of the simulation this statement will be concluded by setting forth a number of these guidelines:

1. The simulation should recognize and be responsive to forces affecting the school superintendency, the directions toward which it is tending, and emergent challenges before it.

2. The purposes of the Monroe City School Superintendency simulation should be directly related to critical behaviors likely to be required of school superintendents.

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[8] Ibid., p. 5.

3. The simulation should be set within Monroe City, one of the twenty largest urban school systems in the Nation.

4. It should not be presumed that only urban school superintendents of cities of a size similar to Monroe City could learn from the materials to be produced; there is reason to believe that suburban school superintendents, superintendents in smaller cities, and administrators in a variety of posts aspiring to large city superintendencies could learn from these simulations.

5. It is important to involve school superintendents in the effort in ways such as the following:

a) The school superintendent of Monroe City desirably should help plan the simulation.

b) AASA and selected large city superintendents in its network might help suggest problems for the simulations.

c) A two hour session might be held to discuss the simulation with selected big city superintendents at their annual meeting, if feasible.

d) Further discussions could be held with members of the National Academy for School Executives before the plan is implemented.

6. Simulations should involve both situations where the superintendent behaves as an individual as well as situations where he behaves as a member of a group.

7. The six major challenges already identified as confronting educational leaders in Monroe City should have significant implications for establishing the purposes of the simulation.

8. The superintendency simulation should give special attention to underlying variables affecting critical administrative and leadership behaviors including values, understandings, and skills.

9. The Monroe City School Superintendency Simulation should be developed to meet both inservice and preservice needs; in general, there should be a gradation of behaviors required in simulations from less difficult to more difficult and the components experienced initially would be designed to orient the uninitiated to the school superintendency.

10. The more difficult simulations would be used for those already in superintendency posts, those who have had experience in other administrative

posts, or those who have studied educational administration and also have experienced the more introductory simulation experiences.

11. There should be a substantial number of components in the simulation including types not used so far.

12. Of particular significance to the simulation is the "macro problem" idea which, when developed, will present practicing school superintendents complex and multi-faceted issues requiring them to demonstrate basic planning skills.

13. Both conceptual and interpretive content should be developed to complement the descriptive content presented in the simulated situations.

CHAPTER SIX

THE SIMULATION OF EDUCATIONAL PLANNING PROBLEMS

One of the basic strategies of the Urban Simulation Project, as noted in Chapter I, has involved efforts and plans to move from the development of simulations which highlight problems and positions, as they now exist in Monroe City, to the undertaking of simulations which will require prospective leaders to address future-oriented and change-oriented problems. It is within the context of this strategy that the projected simulation of educational planning problems becomes pertinent. A major purpose of this chapter is to delineate concepts basic to the simulation of educational planning problems and to suggest some guidelines for action.

Why Simulate Educational Planning Problems?

That school leaders and planners need a greater capacity to look to the future, to imagine more ideal educational conditions, to project factually-based alternatives designed to realize more ideal conditions, to work in the political arena to implement chosen alternatives, and to use the latest planning concepts and techniques during these various processes, would seem to be self-evident. Therefore, the usual arguments about the growing need for more efficient use of limited resources, the increasing demands on leaders by communities for help in charting clearer educational directions amidst much ferment and ambituity, the growing press for schools to be accountable to the citizenry, the clear imperative for vision transcending the status quo, and the widespread need to achieve more imaginative approaches to innovation and educational improvement will not be repeated. Rather, we shall move immediately to one of the basic assumptions underlying the work projected in this chapter, namely, that a major barrier to achieving greater planning capability in school districts is lack of personnel who understand the need for planning and who can effectively carry out general and specialized planning functions. Personnel needing greater competence in planning functions include two groups: generalists (e.g., superintendents) who, as a rule, do not have time for detailed and intensive data gathering activities basic to planning but who are in positions both to facilitate specialized planning and to use its results; and specialists in planning who would have the time, resources, and the organization to spend most of their time on planning activities and on the communication of planning results to generalists in school systems and to personnel in communities.

Another major assumption underlying the work projected is that institutions of higher education generally have not yet adequately responded to the need

to prepare planning specialists and, in many cases, have not responded to the need to help generalists in educational administration develop the necessary awareness and skills to facilitate and use planning results.

Finally, it is assumed that one of the reasons why institutions of higher education have not yet responded effectively to the challenge inherent in preparing educational planners stems from the fact that pertinent instructional materials and content to facilitate effective efforts are not yet available. Thus, the rationale for developing educational planning simulations is derived from basic assumptions about the need for greater school district planning capability, the need for better prepared personnel to carry out planning functions, and the need for institutions of higher education to respond to the challenge of preparing planners.

What is Planning?

At a major address on planning given by Charles S. Benson at the 1971 AERA meeting, he began with this statement: "To describe educational planning in the United States in a straightforward way is difficult because the centers of activity are exceedingly numerous and diverse." Those involved in developing concepts basic to educational planning simulations have encountered similar definitional problems. Several assumptions about characteristics of planning which should be reflected in or help shape projected simulations have evolved. Among these are the following:

1. Distinctions should be made between strategic and management planning. It is well known that management planning is concerned with the efficient attainment of already established objectives. Strategic planning, on the other hand, involves policy determination and the setting of new goals, objectives, and policy. While management planning can take place largely inside school systems, strategic planning inevitably involves groups, agencies, and policy boards external to these systems. Though the emphasis will be on strategic planning in the simulation, management planning problems will not be excluded.

2. Planning can and should be a major tool of the educational leader. Strategic planning processes, as already implied, produce alternatives necessary for the formulation of policy and, if productive, they result in guides and directions for change. The ideas generated through planning can provide important bases for informing the political process. Thus, planning can help leaders develop and communicate a vision of desirable future states as well as help them and others realize these states.

3. Strategic educational planning cannot function in the most effective way without productive linkages with public agencies other than schools. The last decade has seen education become increasingly linked to a variety of agencies at the same time that numerous community organizations have assumed more aggressive roles in influencing educational policy. Such agencies as those concerned with recreation, health, housing, highways, law, poverty, unemployment,

model cities programs, and welfare are among those becoming more directly linked to education. Even though many administrators and boards are still fearful of inter-agency planning, simulations should strive to facilitate learnings that will lead to more effective linkage between and among leaders in various public agencies concerned with education.

4. Two somewhat differing general planning traditions are evident; these might be called "reality testing" planning and "utopian rational" planning. "Reality testing" planning is much more constrained by immediate reality and immediate time frames. "Utopian rational" planning focuses more upon the ideal than the real and its products depict sharper breaks from the status quo than do the products of reality testing planning. Both the traditions are relevant to the projected simulations and will be reflected in them. Given the reality base of "Monroe City" as the simulation context, however, the emphasis will be somewhat more on the "reality testing" than the "utopian rational" tradition of planning.

5. Planning inevitably draws upon a range of concepts from a variety of intellectual traditions. The three UCEA Staff Affiliates who have participated in the development of concepts basic to the simulation of educational planning problems represent three intellectual traditions which are assumed to be important in the projected simulations. One has a background in economics and education, another in the politics of education and planning, and the third has a strong interest in comprehensive urban planning and education. These traditions are illustrative of intellectual traditions which can be drawn upon by planners.

6. Three somewhat interrelated stages of planning can be conceived. The first stage of planning involves the study and analysis of problems and the conceptualization of needs and programs. The second requires a brokerage role with relevant individuals, agencies, and publics to shape and refine planning proposals. A third stage oriented toward the legitimation of plans within the political arena is also involved. Simulation efforts should recognize that these interrelated stages, although not discrete, require somewhat differing actions.

7. Planning can be conceived as both a generalized and a specialized activity. If planning is to be effective, all school personnel must participate in certain aspects of the planning process as well as in the implementation of its results. In this sense planning is a generalized activity. Planning also can involve personnel working full time developing information, ideas, and planning proposals. They perform specialized planning functions. Optimally, there should be considerable interaction between generalists and specialists during the process of generating, implementing, and evaluating plans.

What Guidelines Should Shape the Simulation?

The above generalizations about planning have guiding implications for the development of materials on educational planning as does the larger experience gained by UCEA in the Urban Simulation Project. An assessment of the generalizations and the larger UCEA experience suggests thefollowing guidelines:

1. Monroe City can provide an appropriate context for simulating educational planning problems. A major advantage of Monroe City is that it offers a great deal of already assembled background information. It also provides entrée into a school system where additional information can be obtained, as needed. Of further significance is the fact that Monroe City is a school system which is moving in the direction of developing greater planning capability.

2. Of the three stages of planning noted earlier (i.e., study and conceptualization, brokerage behavior and the testing of proposals, and legitimation of plans), simulations should be developed initially for the first stage (i.e., study and conceptualization). Such an approach would not only seem more immediately feasible, but it would also seem necessary for simulating the other stages of planning. Such a strategy should lead to simulations which are substantially different from those already available within Monroe City. Later stages of simulation can involve the brokerage role -- the development and testing of proposals -- as well as the stage having to do with legitimation.

3. The initial simulation should be undertaken within the context of an associate superintendent concerned with planning and directly responsible to the school superintendent. It is assumed that such a context could provide the most appropriate setting to simulation problems having to do with the study of existing conditions and the conceptualization of planning ideas to transcend these conditions. The role of an associate superintendent for planning should likely be introduced into the Monroe City school system simulations either through an already established position where the former associate superintendent moves to another position or through the creation of a special planning division in Monroe City headed by a new associate superintendent for planning.

4. As instructional materials are developed from within the context of the associate superintendent for planning, efforts should be directed toward differentiating and sequencing simulations to facilitate the learning of those who will specialize in planning as well as those responsible for more general planning functions. Different simulations should be developed related to the first stage of planning (i.e., study and conceptualization) and for varied audiences as, for example, (1) prospective but uninitiated specialists and generalists in planning; (2) initiated generalists and specialists; (3) a given group of generalists (e.g., superintendents); and (4) combinations of generalists (e.g., teachers, principals, and superintendents).

5. In later stages of the developmental effort, problems will be simulated in contexts other than those of the associate superintendent. As problems are simulated related to the second phase of planning (brokerage behavior and the testing of proposals) and the third phase of planning (legitimation of plans), individuals and groups beyond the office of the associate superintendent for planning will be involved. Brokerage behavior might involve, for example, the superintendent's cabinet, the teachers' organization, the mayor's planning agency, and so forth. Legitimation of plans certainly would involve the superintendent and

school board. The reactions of those in contexts involving testing and legitimation could constitute further feedback and stimuli which could be transmitted through simulations to the office of the associate superintendent for planning. Simulations for the latter two stages of planning constitute longer-range planning objectives for UCEA. Thus, this chapter delineates plans for simulations bearing upon the first stage of planning (i.e., study, conceptualization, alternative generation, and assessment).

6. As with other simulations, background information bearing upon the planning in Monroe City should be developed and organized to provide a reality base for the identification and depiction of planning problems. Some of the background information already developed on Monroe City can be appropriately used for this purpose. Additional information will need to be developed. Some of the background information may well be presented in the form of special background booklets. Other media may be required for certain types of background information.

7. The projected simulation materials should not be viewed as constituting a comprehensive program for preparing educational planners. At best, the materials, when developed, can provide only partial bases for preparation. They cannot, for example, substitute fully for field experience; nor can they provide in and of themselves an understanding in depth of important intellectual traditions associated with planning. Seminars, independent reading, and courses are more appropriate for the latter task. However, the materials, as projected, can provide bases for a unique and potentially instructive set of experiences within a larger program framework. They can also be useful for continuing education purposes.

8. "Interpretive" and "conceptual" content should be developed to support and complement the reality oriented planning simulations. The simulations, which offer "descriptive" content, are not entirely sufficient for achieving the various instructional objectives set forth below. Consequently, additional content will be needed in the form of "interpretive" and "conceptual" ideas. (See Chapter Thirteen). Developmental work on the "conceptual" will parallel developmental work on the simulations; developmental work on the "interpretive" will follow completion of work on the simulations.

Sets of Materials Projected: Their Purposes and Content

Three sets of instructional materials bearing upon planning are projected. One of these will involve introductory simulation exercises and will be generally designed to facilitate basic learnings about planning. This set should serve the needs of prospective but uninitiated specialists and generalists in planning. It would be oriented more toward awareness than skill development.

A second set of materials would follow and supplement the introductory exercises. The second set would be designed more for those interested in preparing to serve in associate superintendency roles for planning and/or those who

have special desires to explore intensively their interests in pursuing a specialized planning role. Those desiring more intensive experience than that afforded in the introductory planning exercises might be eligible as would those in school districts who had had some actual planning experience, but had not experienced the introductory simulations. The intermediate set of materials, in contrast to the introductory set, would concentrate somewhat more upon skill than upon awareness development. It would emphasize strategic planning within one to five-year time frames instead of the more immediate time and reality frames of the introductory simulations. Consequently, management planning would be featured more in the introductory than in the intermediate set of materials.

A third set of materials would be designed more for specialists. This set would emphasize longer timeframes involving, in some cases, ten to twenty year time periods. The visionary and imaginative aspects of conceptualization would be featured. For this reason it would be more "utopian rational" in character than would the other two sets. Conceptual content selected from the work of futurists would also play a more important role in this dimension of the simulation. Management planning stimuli, which would be available in the first and to a lesser degree in the second set of simulation materials, would not be included in this set. Materials would be designed to stimulate innovative thought and the development of significant planning ideas in the long-range and within the Monroe City context. Planning ideas involving system "break" and system "discontinuity" would be facilitated more by this set of materials than by the other two sets.

Since the three sets of materials would differ along lines already noted, the specific purpose and content of each would be dissimilar. Having provided a general overview of the three sets, differences in purposes and content can be addressed more directly. Information on these variables is set forth below for each of the simulations.

The Introductory Set

The introductory set of materials would be designed to help participants in the simulated situations, who are uninitiated in planning, to achieve the following:

1. An awareness of the reasons why effective planning in education needs to be achieved.

2. An awareness of how planning can advance education.

3. Understanding of how planning can extend and support leadership and how it can usefully inform the decisions of policy makers.

4. Increased understanding of the nature of planning, including its basic concepts and tools.

5. Comprehension of major domains impinging upon or interent in planning.[1]

6. The achievement of integrated perspectives of the various planning domains and of their inter-dependencies.

7. Recognition of the need for comprehensive approaches to planning and the inadequacies of over-simplified approaches.

8. Understanding of basic generalizations such as the following: variables which may be most important at one time and under certain conditions of planning may have different or no values at another time or under other conditions.

The purposes set forth above clearly suggest that the first package of materials would be designed principally to produce general awareness and understanding of basic planning concepts. What content will be needed to produce this general result?

First, it seems clear that some of the materials already available on Monroe City could serve as background information. Especially pertinent would be the background booklets which provide baseline data on Monroe City. An additional booklet mapping Monroe City's planning capability both in agencies external to the school system and in the school system itself would be needed. The feasibility of creating a filmstrip which would be future oriented in content and which would draw upon available projections available from the school systems and from external public and private agencies will need to be determined. The division of educational planning in the Monroe City school system would need to be described as would its relationship to its external environment. Other reality materials could be included as, for example, a report on completed federal contracts involving planning agencies in Sisler County; a complaint from a social service agency about the lack of integrated planning in Monroe City; a taped speech by the Chamber of Commerce secretary on Monroe City's future; and a statement by the chief of police concerning his solution for drug abuse accompanied by a newspaper article suggesting that the police chief's statement is the first step in a plan to run for the mayor of the city.

Given the above kinds of background information, what types of planning stimuli might be developed and presented through simulated situations? The following are illustrative:

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[1]At least five different domains of planning can be identified. Two of these are more territorial in nature: macro-planning involving external and environmental variables and micro-planning entailing internal and school system variables. Three are more process oriented: the domain of proposal development, brokerage behavior, and realtiy testing; the domain where support for reality tested proposals is mobilized; and the domain where plans are implemented.

1. Six written messages requiring responses involving planning behavior. Some of these might involve strategic decisions. The school board, for example, might ask for recommendations concerning the problems toward which planning in the system should be directed, or the superintendent might ask for alternative forms of decentralization in Monroe City with recommendations concerning the desired alternative. Some of the messages might be designed to provide opportunities to practice management planning. The associate superintendent for personnel might request assistance in planning to achieve specified targets for recruitment and selection vis-a-vis teachers in 1972-73. Or the associate superintendent for research might request the planning division to develop a PERT chart for implementing a federal project.

2. Eight to ten audio and/or video recorded planning stimuli. Such stimuli might involve dealing with critical questions addressed to the bureau itself. Thus, the superintendent might ask for recommendations about how the division might be improved and what adaptations would be needed in the system to achieve suggested improvements. Other examples of planning stimuli might include a message from Monroe City's office of planning about the improvement of working relationships; a critical reaction by the executive secretary of NAACP recorded at a school board meeting and dealing with black curriculum supplemented by comments and a request for recommended action by the superintendent; a recorded portion of a speech on the issue of school fuel and air pollution in Monroe City made by a prominent citizen with a request for recommended actions from the associate superintendent for pertinent changes in curriculum; a request from the urban division of the state department of education of North Columbia on Monroe City's educational planning priorities; a telephone call from a representative of a neighborhood group complaining about a street traffic pattern affecting Wilson High School; a request from the superintendent for ideas for a speech at a conference on urban planning; and a portion of a recorded speech by a state senator on the need for greater planning and accountability on the part of school districts accompanied by the superintendent's request for a draft of a letter to be sent to the senator.

Clearly, conceptual and interpretive content would be needed to supplement the types of background information and planning stimuli presented above. Four to six carefully selected articles on the nature of planning, the need for planning, essential activities in planning, and illustrative quantitative and qualitative projections about education during the coming decade would be pertinent. Illustrative "interpretive" treatments might include: an assessment of Monroe City's planning capabilities, the effective use of these capabilities (including a delineation of their relationships to various planning domains), an assessment of the Monroe City school district's information system as a support for planning; and social needs in Monroe City that have over-riding significance for educational planners.

The Intermediate Set

The second set of materials, as already noted, would be designed to follow the introductory materials and to provide learners more intensive simulated

planning experiences. The objectives of the second set would be less sensitizing in nature and more oriented toward encompassing planning skills. More specifically, the second set of materials should enable those with intensive interests in general and/or special aspects of planning to:

1. critically assess the educational status quo in Monroe City through the acquisition, use, and interpretation of planning data;

2. identify and define significant educational needs in Monroe City;

3. be effective in translating these needs into planning objectives;

4. identify significant developmental potential in Monroe City's schools, school system, and community;

5. practice skills inherent in constraint analysis;

6. gain experience in the generation, evaluation, and selection of alternatives;

7. define measures of effectiveness of the alternatives to be implemented;

8. develop awareness of the kinds of school district adaptations necessary to implement effective planning as, for example, those related to staffing, organization, information systems, and budgeting; and

9. gain enhanced and positive motivation to facilitate and engage in school district planning.

In order for learners to experience simulations that would enable them to achieve learnings bearing upon the objectives just noted, at least two standards would need to be met in the design of simulation materials. First, it would be necessary to focus simulated planning activities upon defined and specific areas within the Monroe City context; and, secondly, it would be necessary to develop a substantial data bank related to the area(s) chosen as foci for simulated planning experiences.

Clearly, there are many classes of problems within Monroe City toward which planning simulations might be directed. The following approaches, for example, have been examined and assessed: (1) simulating planning problems without concern for their classification; (2) simulating planning problems using a framework of planning functions (e.g., facilities planning, personnel planning, and so forth); (3) simulating planning problems using the leadership challenges in Monroe City as defined in background booklet 14, "Perceived Challenges to Educational Leadership in Monroe City"; and simulating planning problems beginning with a significant event (e.g., a bond failure).

After assessing the alternatives, the decision was reached that major leadership challenges in Monroe City present the most fruitful bases for the second set of simulations. These challenges, which were identified through extensive interviews with educational and community personnel in Monroe City, were labeled as follows: school system responsiveness and leadership initiative; social class, education, and race; curriculum reform; school finance and accountability; teacher-administrator relationships and collective negotiations; and student militancy and unrest.

Given the need for a substantial data base to support planning, it is likely that only one of the above challenges will be chosen as a focus for the simulation experiences. Final decisions about the focus have not been made. However, for purposes of discussion and illustration let us assume that the area eventually chosen will be that of social class, education, and race. Learners would pursue the objectives noted above within the context of this specific Monroe City challenge. A substantial data bank would need to be developed on the subject and the specific information gathered and selected would need to be designed to support the attainment of the established instructional objectives.

An additional booklet providing information on social class, education, and race would need to be developed in which historical and background information would be presented. In addition, the following types of information which might constitute a portion of a data bank are illustrative:

1. demographic projections related to social class, education, and race in Monroe City;

2. significant documents that have been developed by the school systems in recent years bearing upon the subject;

3. major Monroe City agencies or organizations which have been concerned with the planning challenge;

4. alternatives that have been proposed by various agencies for dealing with the problem area;

5. official actions taken by the school board in recent years;

6. student perceptions of the challenge;

7. actions taken and recommendations made by teacher and principal associations; and

8. audio and video recordings made by leading school and community spokesmen on pertinent issues bearing upon the challenge.

Specific planning stimuli to guide behavior in simulated situations would be deduced from the objectives noted above. The sequence of learning experiences would be arranged in relation to the already stated objectives since the latter are organized in a logical sequential order. After the general nature of the planning stimuli had been determined, the stimuli could be translated into operational terms. They might be placed, for example, in the context of a more general stimulus coming from the school superintendent's office and supported by Monroe City's school board. This stimulus might ask for an improvement plan related specifically to the challenge of social class, education, and race in Monroe City. Major questions to be addressed would be stated. These might be closely related to the objectives set forth above. Since the questions could also be arranged to represent logical steps of planning, much as the objectives are ordered above, sequential learning experiences could be arranged. Time frames to guide instruction related to differing logical instructional steps could be suggested for instructors. It is also clear that the simulation might be arranged to facilitate, at certain stages, group interaction and group comparison of planning behaviors.

Conceptual materials would need to be selected to support and complement the simulations. The literature on systems analysis, systems synthesis, and system planning would be pertinent as would selected content from the planning, programming, budgeting area. Finally, selected concepts specifically related to social class, education, and race would be essential.

A Set Featuring "Utopian Rational" Planning

The third set of materials should provide opportunities for learners to pursue objectives beyond those in the introductory and the intermediate sets of materials. They should, for example, enable those who experience them to:

1. study selected works of futurists and to assess the long-range implications of these works for planning in Monroe City;

2. gain experience in assessing and interpreting data in longer time frames (e.g., 10 to 20 years);

3. have opportunities to examine the interrelationships of various long-term projections made by those in Monroe City's school system, those in other public agencies, and those in private organizations in Monroe City; and

4. to identify problems and to generate alternative solutions within frameworks less constrained by time and by immediate reality than would be the case with the first two sets of materials.

Information available in the first two sets of materials on planning would be selected for participants. In addition, longer range projections about Monroe City would be obtained from persons in such private agencies as the following:

the Monroe City airport, selected city utility companies, Monroe City's largest retail establishment, selected insurance companies in the vicinity, and the city Chamber of Commerce. Available projections from the office of city planning and from pertinent state education agencies would be sought and assessed for potential inclusion in the background information. Projections involving ten to twenty-year time frames would receive special emphasis. Written information would be supplemented by audio recorded interviews with selected forecasters and analysts in Monroe City.

The third set of materials, even more than the first two sets, would feature "interpretive" and "conceptual" content. Special efforts would be made to seek out "interpreters" to talk about such topics as educational purpose, educational organization, educational leadership, and educational technology within a long-range time framework in relation to the specific context of Monroe City. In addition, there would be carefully selected materials from futurists highlighting both substantive projections about society during the remainder of the century and methods which school planners might use to achieve their own substantive projections. An anthology of materials would likely be organized to provide conceptual content for the simulation.

The simulated planning stimuli for learners, as already noted, would be set within a ten to twenty-year time frame. One specific set of tasks might be to imagine and to describe significant new thrusts which would represent discontinuities or sharp breaks with tradition in the Monroe City's educational system, to describe the educational advantages and disadvantages of these discontinuities, to select the most desirable one and to speculate about the adaptations which would be needed in Monroe City's educational system if the recommended thrust were to eventuate. Participants could approach their task without specific structure, if they so desired. Those desiring structure could think in terms of categories such as the following: educational facilities, educational personnel, organizational structure, public leadership, educational services, financing of education, planning, alternative systems of education, technology, home instruction,and so forth.

Stimuli would also be provided to enable learners to acquire understanding and use of techniques for forecasting long-range futures. The Delphi technique would be one means which students could study and practice in simulated situations. It could be used, for example, after individuals have identified independently system breaks to determine consensus on the most significant breaks or on the time of their occurrence. Clearly, there are other methods for foreshadowing the future which could be introduced into the simulation.

The objectives and content already projected for the three sets of materials relate to the specific learning of prospective generalists and specialists of planning. Implicit in the materials are purposes related to the larger field of educational administration. These purposes also need to be made explicit:

1. to give greater and more operational visibility to educational planning within the general field of educational administration;

2. to provide a set of simulation materials which will stimulate professors and practitioners to undertake further development work; and

3. to provide more concrete bases to discuss planning and to understand abstract planning concepts which have not yet been implemented widely, if at all, in practice.

It should also be emphasized again that the above three sets of materials deal largely with the first stage of planning (i.e., study, conceptualization, and the generation of alternatives). At this point no effort will be made to spell out simulations related to the other two stages of planning identified earlier in the chapter. However, as the three sets of materials projected above evolve and as related sets of materials are developed in the Urban Simulation Project, attention will be directed to the design of materials involving the final two stages of plannine. Immediate priority, in other words, will be placed upon the development of materials already planned. Additional developmental experience clearly should provide better bases than those now available for designing simulations related to brokerage behavior and the legitimation of plans in the political arena.

CHAPTER SEVEN

THE DEVELOPMENT OF SIMULATED AND OTHER INSTRUCTIONAL MATERIALS RELATED TO SOCIAL CLASS, EDUCATION, AND RACE

Racial tensions, segregation, and unequal opportunities continue to dominate the American scene. Nowhere are these problems more evident than in the educational arena. This helps to explain the fact that Congress has enacted dozens of education bills during the decade of the sixties which were designed to deal with different aspects of the "great American dilemma."

School superintendents, principals, and school board members, as leaders in school systems, have the major responsibility for dealing with segregation and related problems. Studies show that these leaders view problems associated with education and race as one of the most significant challenges now facing them. Many leaders in a national sample of school superintendents also reported that assistance provided them by colleges, universities, and state departments is limited and that opportunities for the inservice education of school administrators to cope with problems of education and race are inadequate.[1]

One reason for the limited assistance provided educational administrators lies in the fact that carefully and systematically developed "reality" oriented materials designed specifically to facilitate the inservice education of school administrators on educational and racial problems are largely lacking. There is almost no case material on the subject. Simulated situations and games, which are having increasing use in the preparation of educational administrators generally, and which in the view of both students and professors have brought an important new element to preparation,[2] have not yet been adapted systematically to problems of race and education. Available research findings and generalizations on the subject are scattered widely in a variety of disciplines and in a range of literature. This makes retrieval of findings and generalizations for use in workshops and other inservice arrangements difficult. Similarly, information on promising practices in school districts specifically related to education and race and fruitful developments achieved in desegregation centers and other agencies are neither properly catalogued nor conveniently retrievable for use in

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[1]Keith Goldhammer, et. al., Issues and Problems in Contemporary Educational Administration (Eugene, Oregon: Center for the Advanced Study of Educational Administration, 1967).

[2]See, for example, conclusions developed by Morris Weinberger in The Use of Simulation in the Teaching of Educational Administration (Unpublished Doctoral Dissertation, Teachers College, Columbia University, 1965).

inservice situations. The problem which needs to be addressed, then, can be stated in specific terms as follows: the inadequate quantity, quality, and retrievability of instructional materials related to education and race which are now available for use in the inservice education of school administrators and policy makers.

Given the statement of the problem, as set forth above, general objectives bearing upon the development of simulated and related materials can be stated. A primary general objective will be to develop greater competence among school superintendents, assistant superintendents, board members, and principals in understanding and in coping with significant problems bearing upon education and race.

Secondary general objectives are the following:

1. To develop simulated problems and other instructional materials related to education and race for use in the inservice training of principals, assistant superintendents, superintendents, and school board members.

2. To use the materials developed to improve the inservice education of school administrators and policy makers in problems of education and race.

3. To orient and prepare training agents to use effectively the materials developed in inservice education situations.

The statement of objectives just set forth, it will be noted, is general in character. More specific objectives to guide developmental work are elaborated below.

Some Assumptions

The general strategy will be to develop information on significant problems and issues bearing upon race and education in "Monroe City", a pseudonym for one of the major urban cities in the United States, and to use the information for depicting simulated decision situations; secondly, to identify, retrieve, and present concepts, research findings, and information about research development and emergent practice and to support and facilitate the learning of those in simulated situations. Thus, two general types of instructional materials will be developed: "simulated" and "support" materials. Before specific procedures to be employed in developing these materials are described, several assumptions underlying the plan will be made explicit:

1. Problems of education and race are sufficiently pervasive and sufficiently general in character that self-contained packages of instructional materials can be developed which will have widespread use throughout the country. To be sure, problems of education and race have different specific expressions in

different regions of the country; however, the basic problems are national and regional differences are becoming less marked. It is assumed that this trend toward less regional distinctiveness will continue and that materials can be developed for audiences in different parts of the nation.

2. Workshop experiences will be more effective if participants take major responsibility for their own learnings. There is some evidence that during the last decade workshops, in numerous cases, have tended to be too overloaded with speakers and, for reasons already noted, have not provided participants sufficient opportunities to come to grips with "real" problems. It is assumed that by developing both simulated problems based upon real situations and by packaging concepts and information related to the real problems simulated, the so-called theory-practice gap vis-a-vis problems of education and race can better be diminished.

3. While the initial investment in the development of the materials is considerable, in the long range, the endeavor should lead to economies insofar as the provision of inservice education opportunities to school administrators throughout the nation is concerned. The package to be developed, in other words, can be used over and over many times and it is largely self-contained. It does not require a lot of external speakers that are carefully selected by many different workshop directors in various parts of the country. It should be made clear that the package of materials will not be able to meet all workshop needs; however, they will be designed to meet pervasive training needs related to problems of education and race in communities throughout the United States.

4. In order to ensure that the materials will be used effectively by responsible trainers in workshop situations, well planned opportunities for orienting and assisting trainers in the use of the materials will be needed. It is assumed that professors, state education department personnel, school district personnel, and representatives of national organizations can be equipped to use the materials. In order to orient prospective trainers in the largely self-contained materials, institutes will be offered in different parts of the country when the materials are ready for use. At these institutes prospective trainers will have opportunities to examine the purposes for which the materials are designed and to gain an understanding of the nature and variety of the materials produced, to themselves experience some of the materials in simulated decision-making situations, and to explore how follow-up activities leading to the production of workshops might best be facilitated.

Projected Components of the Simulated and Support Materials

Components of the simulation will include: those providing background information for all sets of the simulated situations; those providing background information for a specific set of materials; and those presenting actual decision stimuli to guide the learning of practicing and prospective educational administrators. Below are listed and briefly described projected components of the mater-

ials on social class, education, and race.

1. A background booklet describing major conditions and influences affecting social class, education, and race in Monroe City. The booklet will be based upon data obtained from interviews and from a study of written records.

2. A set of slides or a filmstrip on background factors and emergent education and race problems within Monroe City. The filmstrip will complement the background booklet, and provide a less detailed view than the booklet. It will also be designed for shorter training periods (e.g., a day and a half) in contrast to ten-day or longer periods.

3. A set of background audio recordings depicting conflicting points of view. The recordings will provide trainees with insights into the feelings of major actors in Monroe City on selected issues bearing upon education and race. Conflicting views will be obtained from representatives of black and white groups and from representatives within these groups.

4. A data bank on the Abraham Lincoln Elementary School. The data bank would be designed to provide specific information on education and race problems within the context of a specific elementary school and the problems inherent in it. The data bank would be selected to shed light on the specific problems simulated within the Abraham Lincoln School.

5. A data bank on the Janus Junior High School. Again, items in the data bank would be selected to illuminate problems which bear upon social class, education, and race and which are actually simulated in the Janus Junior High context. This information will be drawn from the school itself, the immediate area it serves, and from Monroe City's central office setting.

6. A set of in-basket materials developed from within the context of the Abraham Lincoln Elementary School. These in-baskets would be selected to challenge practicing school administrators. They would be arranged in ways that would require them to be handled relatively early in the year. They would be based upon data obtained from interviews with principals on the job, with community and educational personnel in the area, and with central office personnel familiar with school problems.

7. In-basket materials on the Janus Junior High. This set of in-basket materials would complement those developed for the Abraham Lincoln Elementary School but they would be set within the Janus Junior High situation. They, like the set just described, would focus upon the problems of social class, education, and race. They would be designed to challenge the practicing school administrator and would be staged to be handled late in the school year.

8. Ten filmed critical incidents. Three of these incidents would be based upon situations within the Janus Junior High School and similar contexts,

three would draw upon data from the Abraham Lincoln or similar school and the remainder would be based upon situations at the school system level. More specifically, the latter incidents might take place within the context of the school board meeting, a cabinet meeting of the central office, or the school superintendent's office, for example.

9. Twelve audio-taped decision problems. These problems would also be distributed among different points in the school system and would involve educational administrators in different posts. About two-thirds would be at the level of the principalship and one-third at the level of the school superintendency and the school board.

10. Eight problem-centered group exercises. Group exercises would seek to involve those beyond educational administrators. Included would be community personnel, teachers, and students. Again, approximately one-third of these problems would be set in the central office and school board context, a third at the elementary principalship level, and a third at the secondary level.

11. Eight examples of interpretive content. This content would be developed by persons interested in illuminating the decisions presented in the various media and/or factors bearing upon our influencing the decisions presented. In addition, some interpretations would be made of problems which cut across a number of media and situations.

12. A set of conceptual materials. Criteria would be established to determine the materials already in writing that would have most relevance to the decision making problems and situations simulated. The criteria would then be used as a basis for identifying and selecting the specific materials that offer greatest instructional potential. These would be organized into an anthology and made available for general use.

Procedures

1. The first step will be to develop background information on major conditions and developments that have affected social class, education, and race in "Monroe City" during the last three years. This information will be developed through a study of newspaper reports, written documents developed by personnel within the system, groups interested in minority education external to the system, minutes of school board meetings, and interviews with educators and other citizens. Findings will be organized into a booklet designed to help examine and understand significant aspects of the setting in which they are to assume simulated policy making or decision roles.

2. While background data are being developed on "Monroe City," the process of identifying and selecting problem areas for simulating specific decision making situations for inservice purposes will be initiated. The major procedure

used will be interviews with school and community personnel. Final decisions about conditions and problems to be simulated will be made with the assistance of representatives from groups concerned with the problem of education and race.

3. To facilitate decisions concerning the situations to be simulated, it will be necessary to achieve a more specific statement of objectives than that noted above. Chart I sets forth current thinking on this subject.

CHART I

GUIDING FUNCTIONS AND PURPOSES

Functions Determining the Content of the Simulation	INSTRUCTIONAL PURPOSES		
	Values and Attitudes	Understandings	Skill
Developing community programs			
Instituting special pupil personnel services			
Giving leadership to special curriculum revision programs			
Creating special student-to-student programs			
Facilitating effective human relationships			
Undertaking special comprehensive planning			

An implicit goal underlying the concepts in Chart I is that school administrators, through special learning experiences, should acquire the values, attitudes, understandings, and skills necessary for them to achieve more effective desegregation in communities and greater equality of learning opportunities for the students involved. The values, attitudes, understandings, and skills required will need to be logically related to functions to be performed. The functions in Chart I can provide bases, in other words, for deducing relevant learnings in the form of attitudes, values, understandings, and skills. Before final determinations are made on the simulations to be developed, the objectives in the grid in Chart I will be formulated. Even though administrators have important responsibilities for performing the functions in the grid, they are obviously not the only

ones involved. For this reason, simulations will be developed that involve and include teachers, students, and community personnel.

Based upon interview data and study of the literature achieved thus far, problem items such as the following can be related to the functions in Chart I and can suggest specific decision stimuli on which to base simulations:

a) educational program, including issues associated with currently used textual materials and with "black curriculum";

b) militant demands of minority groups;

c) the planning and placement of school plant facilities;

d) personnel selection and placement;

e) confrontation between school and community personnel;

f) school system responsiveness to minority group demands;

g) de facto or de jure segregation;

h) structural change in school systems, including decentralization;

i) financing of changes to meet needs associated with education and race;

j) student unrest;

k) community conflict;

l) bussing; and

m) community participation in decision making.

4. After the grid in Chart I is "filled in" and tested with pertinent groups, teams will be assembled to gather specific information on the different problem areas and to depict a number of specific decision situations for each problem area. For example, in the area of educational program, illustrative decision situations could deal with "black" curriculum, reading score discrepancies, and black parent concerns about the "relevance" of available learning experiences. When adequate data were gathered to depict or simulate specific decision problems, the simulation would be designed and "packaged" for potential use with trainees. The particular medium used for "packaging" or presenting a specific decision situation would be dependent to a considerable degree upon the nature and setting of the problem. Thus, a confrontation demand might be depicted in a video tape at a school board meeting. A school plant planning problem might be presented

to a school board meeting or a superintendent's cabinet in the form of written recommendations with supporting information developed by an internally appointed committee. Significant racial confrontation at the school level might be presented to the superintendent's cabinet in the form of audio recordings. Particular demands with regard to "black" curriculum might be submitted to the board by a citizen's committee or be put in the hands of a committee of principals. Demands on particular board members might be presented through taped telephone messages. Thus, a variety of media would be used depending upon the messages and problems to be depicted. Finally, decisions would be made about the number and kinds of problems to be packaged in workshops of shorter duration (3 days), longer duration (three weeks), and intermediate duration (one week to ten days).

5. At the time the problem areas, which would provide bases for simulating decision problems, were chosen, planning for the development of "support" materials would be initiated. This would be done with the assistance of social scientists, school administrators, and professors of educational administration in UCEA universities. A special team would be activated to help identify and retrieve pertinent audiovisual materials. These teams would help the central staff develop ideas and guidelines for identifying and retrieving "support" materials.

6. When tentative decisions were made about the decision stimuli depicted, the media used for depicting them, and the specific context in which they should be presented, advice and feedback would be sought from knowledgeable individuals. After feedback was obtained, decisions would be made about needed adaptations which needed to be achieved before the "simulated" materials were developed.

7. After the materials were developed and reproduced, they would be field tested in different regions of the country. The purposes of the tests would be twofold: first, to obtain feedback on the perceived effectiveness of the simulated materials as used in field settings and to identify aspects of the materials needing alternations; and, second, to test ideas already developed concerning the kind of support materials needed to complement the "reality-oriented" or "simulated" decision situations already depicted, as well as to stimulate additional ideas and suggestions for support materials. From the feedback obtained, needed and feasible changes in the "reality-oriented" or "simulated" materials would be determined and decisions about the most desirable support materials to be developed would be made. The "simulated" materials, after undergoing needed revisions, would then be reproduced for widespread use.

8. After decisions were made on the kinds of support materials needed, efforts would be initiated to develop pertinent "interpretive" content. First, selected scholars and clinicians would be asked to study data on certain conditions in Monroe City and to project implications for leadership and change. For example, a demographer might be asked to take demographic data on "Monroe City",

to relate it to problems within the school system and community, and to set forth specific implications for dealing with problems of education and race. A school superintendent, who had had extensive experience with community polarization processes and results, might apply some of his insights and ideas about strategies for dealing with conditions and problems in Monroe City.

9. Conceptual content, which would be more general and might include selected research findings, generalizations, or recommendations bearing upon social class, education, and race or reports of emergent practices in school districts or other agencies, would also be collected and organized. For example, there are studies done by political scientists delineating in some detail differing points of view within the negro community. Other content mirrors social attitudes at given points in time on different aspects of the problem. (See "Black America", Time, April 6, 1970). Periodicals such as School Integration provide data on current progress and inadequacies in efforts to achieve integrated education. Basic and applied research on the subject continues to grow. (See, for example, "Education for the Socially Disadvantaged" in the February, 1970, Review of Educational Research). The most pertinent and useful content from the variety in existence will be selected for use in the projected workshops. Finally, existing films and other audio materials would be previewed. From among the various materials available, the most relevant would be identified and these would be ordered in ways that would support and extend the "simulated" materials already developed.

Summary

Problems associated with social class, education, and race are among the most pressing and significant ones in the nation. School leaders have an important role to play in helping resolve these problems and they need to become more competent in performing their roles.

One way of helping administrators improve their effectiveness is through improved training. A set of simulated and support materials to improve training has been projected in this chapter. These materials would be designed to help school administrators be more effective in eight specific functional areas bearing upon the attainment of equality of learning opportunities and desegregation. They would also be designed to enable administrators to practice pertinent skills and to acquire understandings related to them on simulated decision problems in simulated situations. Training materials would be developed for elementary principals, for secondary principals, and for central office personnel.

CHAPTER EIGHT

THE MONROE CITY CURRICULUM REFORM SIMULATION

Simulation exercises are used to facilitate the teaching of certain skills or areas of concern. The normal definition of simulation exercise is synonymous with gaming, which is an attempt to replicate reality and provide a context for competition according to set rules. Generally replication, competition and set rules have been interpreted to mean simulation exercises with specified events to be resolved. The issue held constant in simulation has become a common factor in numerous types of games which vary in the abstractness, detail, scope and restrictiveness of the decision process. The social and behavioral sciences have used issue controlled simulation exercises for nearly two decades. The fields of economics, international relations and military science represents the most comprehensive development in this type of technique.[1]

More recently, a questioning of the given issue technique as a valid part of certain simulations has influenced new considerations. The "diagnostic" technique in the field of medicine[2] represents a departure from the traditional assumptions of gaming. In diagnosis, the issue is no longer given to the simulation participant. Its discovery becomes the object of the exercise. Environmental reality is replicated (a patient is presented in a certain emergency context), the competitive stance is set (diagnose his symptoms correctly) and the rules for play are given (wrong diagnosis means negative consequences). The exercise of resolving an identified event becomes the second stage or sequence in a "diagnosis" exercise. The crucial distinction is that the participant must discover the problem which is to be later resolved. This opens the whole realm of personal values, attitudes and opinions to the identification dimension as well as the traditional resolution phase.

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[1] The RAND Corporation has developed political/military games since 1954. See Herbert Goldhammer and Hans Speier, "Some Observations on Political Gaming" in Game Theory and Related Approaches to Social Behavior. ed. by Martin Shubik (New York: John Wiley and Sons, 1964), pp. 261-272.

[2] See particularly the work of Christine McGuire and Philip Bashook at the Center for Educational Development, University of Illinois.

The field of education has generally lagged behind the other sciences in the use of simulation as a teaching technique. One notable exception has been the UCEA efforts in educational administration.[3] For the past decade simulation exercises have been developed in the "Jefferson", "Madison" and "Monroe" sequences. Each sequence represents a set of exercises which replicate administrative duties and problems within a school system. The particular technique utilized to confront the participant-administrator with a number of issues demanding resolution is the "in-basket".[4]

Although other educational interests besides administration are beginning to explore the potentialities of simulation[5] they are uniformly oriented to the given issue approach.

Rationale for Curriculum Reform

The exercise in curriculum reform will incorporate both types of simulation described earlier and, in addition, a third modification. The new modification is "event free" as opposed to the given problem or issue discovered techniques. The event free simulation involves individual consideration about personal values prior to a specific decision making exercise. The participant must consider himself in relation to values and perceptions about the decision environment. The unfocused nature of the simulation requires participants to analyze personal values prior to deciding curriculum questions.

This paper hopes to demonstrate that the event-free exercise could be properly described as simulation in meeting the criteria of reality replication. competition, and rules for play. However, the necessary translation in meaning for the definition of this third form of exercise may cause gaming purists to reject the label of simulation.

The curriculum reform exercise has several major objectives.

To have participant-trainees:

1. Consider their personal values which influence the perception of curriculum reform.

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3 The University Council for Educational Administration represents 59 universities and is located in Columbus, Ohio under the Executive Directorship of Dr. Jack Culbertson.

4 John K. Hemphill, Daniel E. Griffiths and Norman Frederiksen, Administrative Performance and Personality (New York: Teachers College, Columbis University, 1962), pp. 46-59.

5 For example, "Dangerous Parallel" described in William Nesbitt's Simulation Games for the Social Studies Classroom (New York: The Foreign Policy Association, 1964), pp. 16-18 or "Empire" in Clark Abt. The Rediscovery of Exploratory Play in Problem Solving Simulation, and Heuristic Gaming as a More Serious Form of Education (Cambridge, Mass.: Abt. Associates Inc., 1965), pp. 24-26.

2. Analyze an educational system in terms of philosophic ideals and political realities about curriculum change.

3. Operationalize their definition of "reform" into a specific curriculum proposal.

4. Engage in "politicized" simulation exercises designed to test curriculum proposals in the decision making arena of resolving system maintenance with system change.

The first objective represents the greatest departure from the traditional view of simulation. In the curriculum reform exercise, particular techniques are developed which allow the trainee to become an integral part of the decision making process. The assumption that personal values affect how a participant perceives a decision environment and identification of issues is the basis for incorporating the first objective in the reform exercise.

The issue-given approach makes the tacit assumption that the simulation participant is a constant to be placed into an on-going decision situation. This assumption is reflected in overt issues presented to the participant. The structuring of the decision situation precludes behavior by the trainee based on personal values or individual preferences until confronted by the issue. The discovery method involves the participant in the process of making decisions about another aspect of the decision environment. In medicine the trainee makes hypotheses about a patient, not himself. The prior consideration of personal values in the third modification forces the participant to focus upon himself as a part of decision outcome. The medical situation may further clarify the distinction of simulation techniques on the basis of orientation toward participant values. In the "in-basket" type of simulation the patient would be presented to the trainee with an illness stipulated. The discovery method on the other hand, allows the participant to diagnose the patient's symptoms. The third consideration of personal values would have the participant perceive himself as a potential patient.

The second objective incorporates assumptions of the "diagnostic" type of exercise. The educational system is the "patient" or environment to be analyzed. The participant is to diagnose the system as he perceives what "should be" and "what is" the policy making situation.

In the curriculum reform exercise the environment is the school system within the context of a larger community; the metropolis. The characteristic of the school organization and the urban setting define boundaries (e.g. political, legal, structural) for decision making and change. The purpose of the second objective is to place the participant in a situation where the environmental context is considered.

The third objective engages the participant in the translation of perceptions into a concrete proposal for curriculum change. The first two objectives gave the simulation participant a look at himself (self search) and the educational environment (world view). The analysis of personal perceptions is transformed into an operational package which reflects the perceptual "mix" (of self and environment) and anticipated action of each individual.

Achievement of the third objective is important for several reasons. First, the participant has moved from the realm of thinking or perceiving to the realm of doing. Ideas about curriculum and reform must take solid shape. The proposal for change must be operational, capable of behavioral scrutiny. The participant must create a concrete reflection of his personal values and perceptions. Second, this objective distinguishes the curriculum reform exercise from other simulations in that the "event" or issue to be resolved in decision making is a product of the individual. The participant's proposal for change becomes the "reform issue".

A politicized decision environment is simulated in the reform exercise associated with the fourth objective. To satisfy the fourth objective the participants proposal must be "tested" in the politicized decision environment. Resolution of the proposal-issue will be analyzed in terms of maintenance or change of the initial curriculum and decision system postures. The technical problems of providing simulations which allows the third or fourth objectives (e.g. each simulation "issue" is individualized) will be discussed later.

Purposes of the Reform Exercise

The broad purposes of the curriculum reform exercise, which are mirrored in the above objectives, can be summarized in three basic statements.

This simulation wishes to capitalize on the strengths of other simulation techniques within the focus of change or reform. The tacit assumption that some change or evolution of the present curriculum arrangement is desirable means the familiar simulation techniques must be utilized in a special context. There is a directional aspect to the exercise which implies information is needed about the existing state of affairs and desires for change. This information gathering must be at several levels of abstraction (the person, in the school environment, in the community context) rather than specific (to resolve a given issue). Only after judgments are made about the current interrelated systems and changes which are desired can the specific questions of what, how and when decisions are made be addressed.

The second broad purpose of the reform exercise is personal involvement of the simulation participant in the process of deciding. Other simulations allow for highly structured participant involvement where the range of individual

behaviors and decisions are limited by the construction of the materials and simulation techniques. Although some structure is always necessary (the "rules") the reform exercise attempts to lessen the effect by making the participant's values an integral part of the process of deciding. A proposal to be resolved by the decision system is the result of cross perceptions of personal values and environment, that is, what is the ideal change desired and what do the perceived decision realities allow? The total involvement of the participant in the creation of simulation structure itself allows the above possibilities to be incorporated.

The final purpose is to place the participant, as reformer, in an anticipatory decision posture. The proposed simulation exercise provides experience in dealing with one of the most obvious, yet neglected, aspects of the decisions process; identification. The failure to recognize existing educational issues and anticipate future problems leads to responsive rather than initiatory decision-making and policy formation. Many of our large city school systems have administrators who act continually as reactors to negative situations rather than initiators of positive policy. The outcome of acting as a reactor forces the administrator to a position of continual defense of the status quo, even when this defense is against his own wishes or caused by conditions outside his personal ability or responsibility for change. In short, the reaction posture has a tendency to lead to high friction, crisis oriented decision making situations under certain conditions. Simulation materials based on the structure of presenting established problems and issues, may inadvertently lead to reaction thinking.

The proposed simulation is based on the concept of anticipation. The trainee engages in active search for existing problems or areas of potential problems. The need to make decisions about problem areas which are not specifically recognized by the administrator as current issues is assumed.

The Concept of Event-Free Simulation

Work on the reform exercise, to date, has focused on the least explored area of simulation development, the event-free concept. The purpose of this simulation is generalized awareness of the personal and environmental contexts which influence decision-making. The simulation exercise must reflect replication, rules and opportunity for competition within this context.

Because of the emphasis upon the individual participant, the altered definition of competition represents, perhaps, the most radical departure from past simulation conceptualizations of this term. Instead of external competition against other actor(s) or problems in relation to a specified issue being resolved (i.e. competition against time, scarce resources, etc.) the "reform" participant "competes" internally. The conflict is one of cross

perceptions and friction between value judgments within the person (about himself and the decision environment). The reform exercise provides that the participant be aware of personal values and perceptions and judge them against two standards of consistency. The standards are specified in the replication of reality and rules for play.

Replication of reality in this form of simulation offers the participant a series of choice situations which highlight alternative values and perceptions about certain factors. The factors chosen for the reform exercise are the self, internal (educational organization) environment, external (community context) environment, curriculum philosophy and curriculum practices. Choices reflecting alternative views of reality will be presented to the participant as a means to guide consideration of personal beliefs and perceptions. This points out a fundamental assumption of the reform exercise which differs from many other simulations. Reality is defined as relative and dependent upon the perceptions of the individual. In other words each of us have our own "reality". Thus, materials and techniques used to replicate the "what is" must be based on the personal nature of the participant. Other simulation materials have attempted to replicate reality as a static concept. This inevitably leads to the problem of one interpretation acting as a standard for all other judgments. While this may be acceptable in a physical science environment capable of empirical observations it is difficult to apply the one standard of reality to many social situations. For example, the judgments of "inner city", "disadvantaged", "authoritarian" and other concepts have been subject to considerable controversy over the standard of what is real.

The reform simulation exercise will contain the structural format of goals, environmental response, procedures, and behavior.[6] The goal is the identification of realistic reform needs by the individual participant in the simulation. Goal formation is a developmental process which is contingent upon trainee perception and values. The curriculum reform simulation plans to utilize certain aspects of the previously developed UCEA materials to provide environmental response rules. For example, descriptions of the "Madison" or "Monroe" organizational structure of schools, existing curriculum program and surrounding community could replicate the environment of an urban school system. Of course, the reform simulation exercise could utilize other replicated educational systems. Procedural rules describe how the simulation is to be put into play and the general order in which play proceeds. The reform simulation is open-ended and dependent upon the individual search pattern in the description of certain personal and environmental characteristics of value positions. Behavioral rules correspond to r[illegible] specifications and describe what a participant cannot do in the exercise. A cruc[illegible] aspect of developing initiatory thinking is to promote expectations of value consideration oriented toward imagination and risk taking. Consequently, behavioral rules are at a minimum.

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6 James S. Coleman, Simulation Games and Social Theory (Rept. #8) (Baltimore, Md.: Johns Hopkins University, 1968), p. 6-10.

Specific Development of Event-Free Simulation

At this stage of development several specific decisions have been made which limit this portion of reform exercise into manageable proportions. First, only three basic values will be simulated for the participant's consideration. Second, only five replications of reality will be provided for each value. Third, the training exercise for the event-free simulation must give participants the opportunity to engage in long-range reflective thinking. The thought process to be emphasized needs time to confront and assimilate values.

The three basic value dimensions chosen to structure event-free materials are: objectivity, competitiveness and product. The following characteristics were agreed to represent the chosen values:

1. Competition

   a) interpersonal (two or more actor) situations;
   b) scarce resources;
   c) limited number receive advantages;
   d) advantage means corresponding loss for others;
   e) perceptions of adversaries;
   f) perception of threat.

2. Objectivity

   a) capable of sense or physical observation;
   b) classification criteria established and standardization according to external (to person) source;
   c) logic of scientific method (interrelated deductive-hypothesis-inductive process).

3. Product

   a) final goal, perceived as culmination of decision process;
   b) operations to reach goal dictated by "best" use of available resources in terms of established goal;
   c) goal capable of perationalization.

These values were chosen because of their direct influence upon the decision-making process.

The second constraint was to limit the reflection of the three values to five basic contexts. The values of competitiveness, objectivity and productivity would be replicated in descriptions of reality as it concerns the self, educational organization, community, philosophy of curriculum and actual curriculum practices. For example, a participant would consider the value question of "who am I?" in terms of competitiveness, objectivity and

productivity within the "self" replication of reality. Consideration would be in terms of what I would like to be and what I really think I am. The same type of value questioning would consider the educational organization, community context, philosophy and practices of curriculum. An example may clarify the value translation. The value of competition may be possibly reflected in the self as an extension of Robert Audrey's thinking in Territorial Imperative. The organizational context may extend the ideas of pure economic competition found in the Adam Smith type of market place existence. The institutionalization of this view may be aspects of Weber's bureaucracy. The community translation could be statements of the same values found in the educational organization. The curriculum philosophy and practices would give concrete statements of win-loss values with only a limited number of students achieving desired goals.

The reflective nature of the event-free exercise dictates a particular definition of "training". The objectives of training are overt awareness and consideration of the consistency in which the basic values are translated into the five contexts. Values are generalized beliefs which take time to change.[7] The participant would need the opportunity to evolve through the three stages of change; ignore, resistance and acceptance.[8] It must be made clear that the purpose of the reform exercise is not to change value positions to some prescribed standard of appropriateness. The change is in terms of overt awareness of actual belief positions and consistency in various contexts.

Creation of the Reform Proposal

Once the participant has analyzed his personal values and perceptions of the decision environment, he will develop an operational proposal for reform. This phase of the exercise allows the participant to translate his judgments about curriculum and the decision arena into an actual proposal for change. Due to the individual nature of the simulation, each participant's perception and proposal for change could possibly be different. Some participant's may propose minimal alteration of existing curriculum practices while others advocate major restructuring. This individualized flexibility has great benefits but also presents several technical problems for the simulation. Specific problems are the role of the simulation leader and coordination of proposals for learning. There are no stipulations on what the participant may recognize as a problem or potential demand for reform. The participant's freedom of proposal proposal creation is maintained even though it limits a powerful control device in simulation materials; the police rules.[9] Police rules outline the consequences

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[7] English, H.B. and English, A.C. A Comprehensive Dictionary of Psychological and Psychoanalytical Terms (New York: McKay, 1958), p. 577.

[8] W. Bennis, K. Benne, and R. Chin, The Planning of Change (New York: Holt, Rinehart and Winston, 1961).

[9] Coleman, op. cit.

for breaking the other rules of the simulation. Curriculum reform simulation relies on policing only in relation to the constraints of the replicated educational system and personal values. Control of proposal creation and direction of individual participants depends on the skills of the instructor rather than specified police rules which mark boundaries.

The individual preparation of proposals may dictate a lower participant leader ratio than the given-event or "discovery" type of simulation.

Resolving the Proposal

The final stage of the reform exercise is like most simulation techniques available at present. The given event or "in-basket" technique is utilized with the participant's proposal as the issue. The proposal for change is resolved in a politicized climate[10] of decision making.

The actual resolution of the reform proposal has the participant simulated in the position of some administrative role with responsibility for curriculum decision-making (e.g. superintendent for instruction).[11] The trainees would have no previous discussion about the identification of event purposes. Familiarity with the replicated administrative position and other politicized decision information about the simulated school system would be presented in the resolution phase. It must be noted that this simulation arrangement may promote individual rather than group action. The instructor could point out the possibility of group play but not demand it. The individual emphasis enhances the reality of most administrative positions in large school systems. The lack of team play negates some of the most documentated advantages of simulation but emphasized others. Group play is valued for the peer authority reinforcement of rules[12] but is not as effective in player perceived acquisition of new skills.[13] The lack of group play may also be partially compensated for in the group critique period.

The simulated decision environment will reflect challenges to both maintain and change the existing curriculum stance of the replicated school system. The participant's proposal will have to meet the challenges as well as it can. The acid test of the proposal's resolution will be its ability to meet the politicized challenges to maintain the existing curriculum stance on one hand and other challenges to change the curriculum more than the proposal dictates.

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[10] Jack Culbertson, General Instructor's Manual for Those Using UCEA Monroe City Simulations (Columbus, Ohio: UCEA, January, 1971), p.3-6.

[11] Of course, the simulated administrative position could be at the local school if desired. A second option is multiple roles and simulation of resolution phase oriented to group play.

[12] Nesbitt, op. cit., p. 34.

[13] Elliot Carlson, Learning Through Games (Washington, D.C.: Public Affairs Press, 1969), pp. 158.

A second element of control is added during the actual resolution of a participant's proposal. The training instructor is instrumental in presenting the politicized decision materials, clarifying play and laying the groundwork for the critique. The instructor's role changes in relation to the participants depending on what aspects of politicized constraints are currently being simulated and what previous decision actions have occurred.

Summary

The curriculum reform exercise has four specific objectives which fulfill the general purposes of capitalizing on the benefits of simulation techniques, individualizing the training and placing the participant in an anticipatory decision posture. The objectives are, (1) Consider personal values about curriculum (2) Analyze an educational environment in terms of political realities (3) Create an operational proposal for curriculum change and (4) "test" the proposal in a politicized decision making situation.

The reform exercise will incorporate simulation techniques based on the "in-basket", "discovery", and event-free assumptions. The values of productivity, objectivity and competitiveness will structure the entire exercise, providing a framework for the participant to consider the question of curriculum reform.

CHAPTER NINE

SPECIAL EDUCATION ADMINISTRATION IN MONROE CITY

Introduction

For the past several years the University Council for Educational Administration has been actively involved in inter-institutional activities designed to improve preparation programs in educational administration. A central thrust in these activities has been the development of instructional materials which provide reality based experiences for professors, students and practitioners in the field of educational administration.[1]

During the 1970-71 academic year UCEA has also been involved in a planning project which led to the development of a General-Special Education Administration Consortium (G-SEAC) funded by the United States Office of Education, Bureau of Education for the Handicapped, and concerned with improving the preparation of both general and special education administrators through integrated preparatory programs in the university setting. Conversations, visitations and meetings were held during the past year, leading to the decision to focus upon the problems of special education administration in the urban context. The format selected for dealing with such problems was the Monroe City Urban Simulation Project under the direction of UCEA. Joint development activities could thus be undertaken in such a way as to insure the integration of special and general educational administration within the Monroe City School System.

Specifically, the project involves simulating the processes of special education administration from the perspective of those persons involved in leadership roles which affect the special education program in Monroe City.

Special Education Administration Simulation (SEASIM)
Preliminary Planning Phases

During 1971 the University Council for Educational Administration received a small development grant from the University of Oregon and the USOE/BEH to initiate planning activities for the SEASIM project. The grant constituted the first phase of the SEASIM project and consisted of two components.

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[1]Refer to Chapter One for a more extensive account of UCEA simulation activities.

1. Identification of critical issues in administering special education in large urban school systems.[2] The major focus of this phase was the identification of critical problems and issues in large urban school districts (over 100,000 average daily attendance) which were considered especially unique to such districts and not commonly found in smaller, suburban or rural school districts. On the basis of site visits and interviews with personnel in five large urban school systems, thirty-one problem areas and one hundred and ninety-six specific problem statements were identified and subsequently incorporated into a questionnaire which was submitted to a nationwide sample of special education administrators in America's largest urban school systems. These administrators were asked to rate each of the problem areas and problem statements on the basis of what they perceived to be their relative importance to special education programs in their respective communities. The rating of these problem areas were found in the following priority rankings: (a) evaluating program effectiveness; (b) inadequate resources for in-service staff development; (c) low priority space allocation; (d) inadequate resources for program leadership; (e) shortage of qualified direct-service personnel (instructional, ancillary); (f) inadequate financial support; (g) provisions for the multiple handicapped; (h) identification, classification and segregation of children; (i) inadequate communication between central office, units within the school system, and the public; (j) special education administration status in the organization structure; (k) inadequate relationships between central special education office and the local school administrator; and (l) relationships with the state education agency.

During the June, 1971 SEASIM planning meeting a decision was made to base the special education administration simulation project upon the issues and problems identified in the study outlined above.

2. Development of background materials for simulating the role of director of special education in Monroe City.[3] The second component of the first phase of the SEASIM project involved the development of background materials for simulating the roles and processes of special education administration in Monroe City. Existing simulation materials were reviewed in an attempt to analyze their strengths and weaknesses so that a suitable format for the material could be determined. A list of required background information was developed and specified so that information collection procedures for obtaining the data could be easily handled during a site visit by the development team to Monroe City. The materials which were collected during the site visit included student records, handbooks, program descriptions, budgets, descriptions of community agencies, case studies, personnel files, organization charts, staff rosters, and curriculum guides, all of which related to the special education department in Monroe City.

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[2]The major effort in this component was undertaken by Syracuse University under the direction of Al Lampe and Daniel Sage, with a more detailed report on the findings of the study available from them.

[3]The University of Pittsburgh team under the direction of Godfrey Stevens and including Colonel Hawkins, David Sundean and Robert Rinaldi, took the major responsibility for this component.

SEASIM Implementation Phase

SEASIM Planning Group Decisions

Upon completion of the preliminary phase of SEASIM during the summer of 1971, planning was undertaken to implement the development of SEASIM activities. The following decisions were made by the SEASIM development team at its June meeting.[4]

1. Process. The focus of the SEASIM simulation will be upon the processes of special education administration in urban school systems. The role specific simulation did not seem particularly appropriate or realistic in the urban setting. The group also felt that the concept of a crew training model should provide the basis for the simulation. Various relationships should be included in the simulation among which include relations between school systems, state education agencies, community groups, professional organizations, and the federal agencies most appropriate for special education.

2. Problem Focus. Another focus of the simulation should be upon problem solving and problem sensing, and should endeavor to sensitize people to the "problem gap" with respect to what special education administrators perceive to be the crucial problems in urban school systems, and what those external to urban school systems perceive to be the problems. (An example is the labeling of minority children, which professors rate highly as a problem and practitioners tend to ignore.)

3. Comparison. Whenever possible the SEASIM component should endeavor to elicit comparisons with (a) previous research and status studies (e.g., between the work of John Kohl and Tom Marro and that of Al Lampe) and (b) client responses (e.g., variation in viewpoints from among community, middle level management, teachers, and directors). The central purpose is to provide the participant with differing perspectives on similar issues by allowing him the opportunity to make decisions and choices from among existing alternatives, a situation quite common to the process of administration.

4. The Lampe Study. Since little previous work exists with respect to special education in urban school systems, the preliminary work done by Al Lampe at Syracuse University can only be considered a starting point. As new information and research become available they should be added to the simulation thus keeping it current and up to date. Every year an individual or a team should review the state of special education administration in urban areas to provide this update. This includes changes and developments in the Monroe City context as well as new laws and problems emanating from state, federal and local forces.

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[4]Participants at the meeting included Daniel Sage and Al Lampe, Syracuse University; Godfrey Stevens, Colonel Hawkins, Robert Rinaldi and David Sundean, the University of Pittsburgh; and Michael Martin, UCEA.

5. Central Office. A primary component of the SEASIM development will be a slide tape presentation which focuses upon the Monroe City central office and its internal and external relationships with particular reference to special education.

6. Communication. Communication processes of the Director of Special Education in Monroe City should be elaborated upon in the simulation so that participants will be able to grasp the extensiveness of the role. This would include responding to requests for information and decisions, as well as the initiation of requests and information.

7. Linkage. The linkage idea is somewhat related to the points listed under Process. However, the special education component should be linked with the support services within the general context of Monroe City. For example, the hiring of special education personnel by the associate superintendent for personnel, and their evaluation by the special education administrators presents the concept of linkage in a realistic situation.

8. Learning Continuums. All activities within the simulation should fall with a continuum of learning which ranges from closed to open responses, and from reactive to proactive responses. Attempts should be made to provide participants with as much diversity along both continuums as possible. For example, responding to written stimulus items is on one end of the reactive continuum while initiating a program evaluation for the blind education program is on the other end. The simulation should attempt to insure as much diversity along this line as possible.

9. Discontinuity. Since educational leadership involves crises and new developments on a frequent, erratic basis, the simulation should also include such situations. New roles should be added frequently while others are dropped, thus providing discontinuity to the simulation. For example, election of two conservative board members, disclosure of over crowded facilities, demands by parents, etc. all serve to disrupt the even flow of the simulation process.

10. Mathematical Game. One of the major decisions made by the development group was to sub-contract part of the SEASIM development to Hank Becker and others at Carnegie-Mellon for the development of a mathematically-based game for the simulation. This game would be similar to the "Politics of Education" game and would be included as a beginning activity in the simulation to provide participants with a feeling of the dynamics of decision making.

11. Variety. The development group stressed the importance of providing variation in settings from staff, school board, and committee meetings, to individual office decision making. Since administration occurs in these various settings, the simulation should reflect this as diversity. A variety of media should also be used, so that no single form dominates the simulation with the

package including such diverse activities as audio visual, written, data bank, and stimulus items.

12. Index. The Monroe City Background Booklets will be an integral part of SEASIM with one complete set accompaning each SEASIM package. An index should be provided to the background booklets so that participants can easily look up items of interest quickly and in the same fashion as a thesaurus. No more than 200 items should be indexed.

13. Data Bank. The data bank should provide information about Monroe City special education as well as the behavior of individuals within the system required for problem solving. In addition, documents external to Monroe City which affect decision making in Monroe City should be included. The focus on the multiple role approach requires that the data bank be rather extensive.

14. Advance Response. Individuals should be given an opportunity to prepare materials and complete questionnaires in advance of the simulation so that when they arrive a record of responses is already filed. This will enable the directors of the simulation to better prepare individualized approaches to the simulation.

15. Mix. Twenty-five percent of the SEASIM component will be individual decision making; 25% will be group decision making; and approximately 50% will be in the game-role playing confrontation format. The game will be three hours maximum duration and should provide the stimulus for the first day or night's activities.

16. Package. The SEASIM component will consist of a 5-day package totaling between thirty and forty hours. The target audience will be (a) practicing administrators in a one week workshop or (b) pre-service participants, based upon a quarter or semester system using the materials up to three hours at a time.

17. Interaction. Every attempt should be made to develop items which are interactive and involving two-way communication. (For example, single concept filmloops, audiotapes, kinescopes, film clips, and "the stooge and sucker telephone concept!") Administration does not usually involve one way communication and frequently involves people in group situations attempting to solve problems together, and the simulation should account for this if possible.

18. Division of Labor.

a) Background Materials..

(1) Introductory Film or Filmstrip. One possible format

for introduction to Monroe City special education would be a multi-media presentation lasting five or six minutes and would employ the "Chuck Braverman approach" which is a slide-tape barrage. Another approach might be to have special education personnel in Monroe City take the development team on a tour of the special education facilities, tape record the tour, and then work it into a suitable format for a slide tape presentation.

(2) Background Booklet. The background material should be in draft form by September with coordination conducted by Godfrey Stevens and Robert Rinaldi at the University of Pittsburgh and including material for a background booklet and the beginnings of the data bank.

b) Professional Library. The professional library should include articles based upon urban special education administration and may be either in the data bank or in the form of a book. The book would include descriptive, interpretive and conceptual content for participant use during the SEASIM activity, or in conjunction with course work.

c) Simulation Blueprint. Mike Martin and James Yates will coordinate the activities of the SEASIM development team with assistance and counsel from Godfrey Stevens and Daniel Sage.

d) Media Development. The University of Pittsburgh team under Robert Rinaldi's direction will contact Hank Becker and others at Carnegie-Mellon to discuss the feasibility of developing a prototype game within the context of SEASIM. Further media development will be sub-contracted out to members of the consortium based upon their interest and response to the conceptualization of SEASIM. (Syracuse University is interested in developing three of the components based upon the issues of urban special education administration.) It shall be the role of UCEA to coordinate for variety, format and setting and thus avoid unnecessary duplications.

e) Instructor's Manual. The instructor's manual will not be developed until the end of the SEASIM development activities. It will be put together under the direction of Sage, Stevens, and UCEA.

f) Evaluation. Evaluation of the SEASIM decision-making and feedback mechanisms may be a possible topic for dissertations done under the aegis of the consortium. Attempts should be made to explore this idea with consortium members when discussing the subcontracting of SEASIM activities during July.

g) Conceptual Content. Conceptual content should be identified by the developers who have subcontracted to do SEASIM activities. Articles, research, and material which supports urban special education administration should be uncovered whenever suitable and included for use in the simulator.

19. Quantity. During the first phase of SEASIM development 25 sets will be created for use in consortium and school system programs. If sales warrant, more can be developed in the future.

Overview of the SEASIM Project

In reviewing the progress of the SEASIM project to date, the following questions were established to provide developers with an overview of the project.

1. What are the purposes of SEASIM?

a) Anticipation. The simulation will attempt to train participants to anticipate issues involving special education rather than react to them. Participants should be able to identify problem areas in Monroe City and develop strategies for doing something about them.

b) Interaction. The simulation will place equal emphasis upon both individual and team decision making.

c) Process. The simulation will focus upon the processes of special education administration rather than upon the single role of special education director.

d) Feedback. The simulation will provide participants with knowledge about their own grasp of issues and processes of decision making.

e) Research. The simulation should lend itself to systematic study and research about human behavior and group dynamics.

f) Variety of Settings. The school, the system, the community, and interagency relationships will be an integral part of SEASIM.

g) Integration. The focus will be on attempting to integrate general and special educational administration processes and practices.

h) Reality Based. The simulation will approximate reality as often as possible (i.e., discontinuities, confrontation, consensus decision making, initiatory behavior, failure, red tape, status questions, etc.).

i) Dynamism. The simulation should be a 50/50 mix of (a) game-simulation, (b) individual-group decision making, and (c) proactive-reactive activities.

2. What makes SEASIM distinctive from existing simulations?

a) The Urban Context.

(1) Monroe City Urban Simulation Project. During the past years the University Council for Educational Administration has been involved in the development of a simulation which is largely based upon the problems and issues faced by large urban school systems. The Monroe City Urban Simulation Materials (URBSIM) are designed for use in college and university preparation programs as well as staff development programs in urban school systems. Six major challenges were identified in Monroe City for educational leadership.

(a) school system responsiveness; (b) race and education;
(c) curriculum reform; (d) finance and accountability;
(e) teacher negotiations; and (f) student unrest.

Fifteen background booklets have also been prepared which focus upon descriptions of the Monroe City school system. These include:

(a) The Monroe City School System and Its Environment: An Overview; (b) Monroe City: Its Setting and Demography; (c) The Political Environment of the Monroe City School System; (d) The Economic Environment of the Monroe City School System; (e) Monroe City's Mass Media; (f) Patterns of Influence in Monroe City; (g) Inter-Agency Relations in Monroe City; (h) Community Organizations in Monroe City and Their Demands upon the School System; (i) Monroe City's Board of Education; (j) Internal Organization and Decision Making in the School System; (k) Monroe City's Educational Program; (l) The School System's Professional Staff; (m) Monroe City Public Schools: Professional Negotiations; (n) Perceived Challenges to Educational Leadership in Monroe City; and (o) Monroe City's Students.

(2) The Special Education Administration Simulation Project. (SEASIM).

(a) Phase I. Two activities comprised the first phase of the SEASIM project: the identification of significant issues

in urban special education in the United States; and an in-depth study and analysis of the Monroe City Special Education Department; (b) Phase II. Phase II will focus upon the development of program components for SEASIM and will be undertaken by institutions holding membership in the General-Special Education Administration Consortium Project.

(3) Specific Topics to which SEASIM will address Itself.

(a) Evaluating Program Effectiveness; (b) Inadequate Resources for In-Service Staff Development; (c) Low Priority Space Allocation; (d) Inadequate Resources for Program Leadership; (e) Shortage of Qualified Direct-Service Personnel (Instructional, Ancillary, Paraprofessional); (f) Financial Support; (g) Provisions for Multiple-Handicapped; (h) Identification and Classification and Segregation of Children; (i) Inadequacy of Communication Between Central Office, Units within the School System, and the Public; (j) Special Education Administration Status in Organization Structure; (k) Inadequacies of Relationships between Central Special Education Office and Local School Administrators; (l) Relationship with State Education Agency.

Urbanism is thus a distinctive thrust of SEASIM and fills a void for those individuals preparing for or enrolled in administration of special education in the urban setting.

b) The Dynamics of Large School Systems. In addition to focusing upon the urban context another distinction between this simulation and others is that of administering education in a bureaucratic setting. Concepts which will be stressed include: (1) planning; (2) communication; (3) population flux, mobility, and transportation; (4) interagency cooperation; (5) group processes; (6) consensus decision making; and (7) resolving conflict. In short, SEASIM focuses upon a large urban school system in America so that participants might be better prepared to deal with the reality of the jobs for which they are preparing themselves.

3. What will be the components for SEASIM?

a) Instructor's Manual. For use in workshops and courses by professors and practitioners of special and general educational administration.

b) Data Bank. Descriptive information about Monroe City general and special education administration.

c) Filmstrip or Slide. For introducing participants to the Monroe City School System and its special education department.

d) SEASIM Game. Designed especially for the special education component of the Monroe City urban simulation.

e) Professional Library. Possibly in the form of a book, but containing case studies, interpretive content, conceptual content and a bibliography.

f) Feedback Instruments. Designed to provide participants with information about their (1) decision-making processes and (2) perception of significant issues in urban school systems.

g) Role Playing. Will force participants to assume diverse roles and viewpoints relative to urban special education administration.

h) Written Materials. Will serve as stimulus activities such as in-baskets.

i) Media. Designed to provide participants with a broad diversity of stimulus items, (1) audio tapes; (2) kinescopes; (3) telephone scripts; and (4) films.

j) Interpretive and Conceptual Content. Will provide meaning and insights about Monroe City and urban school systems for the participants.

k) 1 Background Booklet. Based upon the University of Pittsburgh study of the Monroe City special education department and school system.

l) 15 Monroe City Background Booklets. Will provide participants with descriptive information about Monroe City (e.g., politics, economics, community organizations, etc.) and which will be indexed for the simulation.

4. What activities should be included in SEASIM?

a) Analysis of Monroe City background information: (1) general background booklets and/or (2) special education background booklet.

b) Decision-making: (1) individual or (2) group or team.

c) Analyses and discussion of interpretive content.

d) Analyses and discussion of conceptual content

e) Case study analyses based upon (1) Monroe City in general and (2) special education in the Monroe City context

f) Exercises in management planning: (1) long-range, and (2) short-range

g) Problem sensing and problem analyses activities

h) Individual or group analysis of descriptive content

i) Discussion and analysis of feedback: (1) processes of decision-making, (2) diversity in viewpoint regarding significant issues in urban school systems

j) Analysis of situations involving multiple perspectives on a single issue or incident

k) Role play based upon (1) multiple roles in the Monroe City context and (2) significant issues in Monroe City

l) Participation in a prototype "Game" designed specifically for SEASIM

m) Reaction to external stimulus events (1) telephone, (2) audio tape, and (3) kinescope

n) Responding to written in-basket items

o) Developing proposals based upon Monroe City and testing their impact with the Monroe City "School Board"

5. Who is the simulation designed for?

a) Primary Groups

(1) Preparation Programs in urban special education administration

(2) Staff development workshops for urban special education personnel such as teachers, consultants, supervisors, central office administrators, and county, regional, state and federal personnel in special education administration

(3) Joint activities with general and special education personnel

b) Related Groups

(1) Preparation programs in urban general educational administration.

(2) Staff development activities for general educational personnel.

6. How long a time period is the simulation designed for?

a) Preparation Programs

(1) Quarter System: 3 hours per week for 10 weeks

(2) Semester System: 2 hours per week for 15 weeks.

b) Staff Development Activities

(1) One Week Workshop: 30-40 hours (not including evenings)

(2) Continuing education activities: 2 1/2 - 4 hours per session.

7. A possible example of the SEASIM format for a one-week workshop.

(See Chart I on Next Page)

8. What needs to be done and who will do it?

a) Coordination and general editing -- UCEA Central Staff

b) Instructor's Manual -- Syracuse University Team and the University of Pittsburgh Team

c) Data Bank -- SEASIM Developers and the University of Pittsburgh Team

d) Filmstrip or slide on Monroe City Special Education Department -- To Be Decided

e) Development of SEASIM Game -- Carnegie-Mellon and the University of Pittsburgh

f) Professional Library (Book) -- SEASIM Development Team

Day	TIME Morning	Afternoon	Evening
1.	A. Orientation to Simulation B. SEASIM and Monroe City filmstrip C. Introduction to Monroe City	Special Education Administration Game	Analysis and/or discussion of professional library (book)
2.	Evaluating Program Effectiveness	A. Special education status in organization structure B. Special education administrative relationships	Analysis and/or discussion of professional library (book)
3.	A. Program Leadership B. Staff development		Analysis and/or discussion of professional library (book)
4.	Identification, classification and segregation of special education clientele	A. Allocation of space for special education B. Providing for the multiple handicapped	Analysis and/or discussion of professional library (book)
5.	A. Financial support for special education B. Shortage of qualified personnel	Concluding Activities 1. Feedback 2. Evaluation 3. Conclusion	

g) Feedback Instruments
(1) Issues in urban special education -- Al Lampe, Syracuse University
(2) Decision processes -- To Be Decided

h) Role Playing Exercises -- SEASIM Development Team will decide

i) In-baskets -- SEASIM Development Team will select those most appropriate

j) Audio Visual Media -- Jules Rosenthal, University of Wisconsin; SEASIM Development Team.

k) Background booklet on Monroe City Special Education -- the University of Pittsburgh

l) Interpretive and Conceptual Content -- SEASIM Development Team

m) Development of Case Studies Based upon Issues in Monroe City -- SEASIM Development Team

n) Development of SEASIM Components --

(1) Evaluating Program Effectiveness -- University of Conn.

(2) Special Education Status in Organization Structure -- University of Illinois

(3) Special Education Administrative Relationships -- Syracuse University

(4) In-service Staff Development -- University of Texas

(5) Low Priority Space Allocation -- University of Pittsburgh

(6) Shortage of Qualified Direct Service Personnel -- To be Named

(7) Financial Support -- University of Florida

(8) Provisions for the Multiple Handicapped -- University of Oregon

(9) Identification, Classification, Segregation of Children -- University of Wisconsin

(10) Inadequate Communication -- California State College, Los Angeles

(11) Curricular Practices -- University of Arizona

(12) Arranging and Conducting Field Test for SEASIM -- To be Decided

(13) Continuum of Services -- Indiana University

(13) Typing, Duplication and Printing -- SEASIM Development Team and UCEA Central Staff

Conclusion

An effort such as SEASIM could not possibly be developed without the type of inter-institutional cooperation which is the hallmark of UCEA. At the present time, ten universities have committed their interest and resources to the project and it is hoped that by the spring of 1972 a simulation will be complete which will contribute both to the improvement of special education administration in urban school systems and to the advancement of the art of simulation development in the field of educational administration.

CHAPTER TEN

The Simulation of a School of the Future: A Report of an Exploratory Study

Contemplating a "School of the future" is essentially an exercise in forecasting.[1] Of course, forecasting -- futurology -- is not a new experience in human enterprise. Long before science in Western civilization, and certainly before Francis Bacon, decision makers employed prophets, atrologers, and magicians as instruments in attempts to control future events in the face of uncertainty.[2] All of which footnotes that futurology, as with medicine and other applied fields, has evolved through similar patterns of knowing: magic, prophetic vision, astrology, science.

It is difficult to pinpoint in literature the precise beginning of a scientifically-based futurology. Huxley's Brave New World (1931) and Orwell's 1984 (1948) are at the fringe, insofar as each is representative of future-casting by means of "arm-chair" extrapolations or of what Abraham Moles has called "future-bearing facts."[3] Some writers cite the "order of battle," a planning procedure long employed in military science, as an early exercise in scientific futurology, while others mark the advent of science-fiction literature as the true beginning of modern-day futurology.[4]

Ossip K. Fletchtheim, a German Futurologist, is credited with the introduction in 1943 of "futurology" to the lexicon of science-based forecasting. Given the extensive future-casting now being done by business, government, learned societies, and given the rich assortment of forecasting literature that has mushroomed since the early 1960's in the United States and abroad, futurology may well be the fastest developing field in the vast network of social engineering.

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[1] Upon my appointment as a UCEA Staff Affiliate for the academic year 1970-71, the charge from the Executive Director of UCEA was to "develop 'edge cutting' ideas basic to the creation or simulation of a 'school of the future'." Letter from Jack Culbertson to author, May 11, 1970.

[2] See Richard Lewinsohn, Science, Prophecy, and Prediction (New York: Harper, 1961).

[3] Abraham Moles, "The Future Oriented Society," Futures, 4:5, December, 1970.

[4] Representative of these is Arthur C. Clarke, Profiles of the Future: An Inquiry into the Limits of the Possible (New York: Harper, 1962).

Modern-day forecasting proceeds from a body of assumptions held in common by both social scientists and popularizers engaged in futurology. These are as follows:

1. A desirable future for humans is possible, but society first needs to have a comprehensive view of possible alternatives.

2. Increasingly, more of the future is predictable and alternative options are identifiable.

3. Humankind can shape the future to a large and growing extent.

4. There are multiple possible alternative futures, mainly because the future is multifolded; therefore there are multiple paths to the future.

5. The more sophisticated we become in the skill of abstracting phenomena -- conceptualizing as a means of organizing seemingly disparate data -- the further away we get from particularism and focus instead on the universalism of trends that fulfill the needs of contemporary society, the better we can predict the future.

These assumptions, perhaps overlapping at some points because of their comprehensiveness, constitute a "point of departure" in the literature on futurology. Bibliographies of good quality, and which are current, have been published, hence there is no need to burden this report with a conventional "review of the literature" section.[5] Instead, I shall review available methodologies for the simulation of a "school of the future."

Methodologies in Forecasting

A report published in August 1967 by System Development Corporation identified, defined, and evaluated twenty-one methods which have been employed in studies of the future. However, despite this apparent methodological richness in futurology, a later publication from the same System Development Corporation cautions:

> The state of the forecasting art is very primitive at present. It is particularly primitive in the social area by contrast with "technological forecasting" or the forecasting of technological developments.[6]

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[5] As examples, see especially the bibliography in Henry Winthrop, "The Sociologist and the Study of the Future," The American Sociologist, 3:2, May 1968; the superbly annotated bibliography of Michael Marien, Alternative Futures for Learning (Syracuse, N.Y.: Syracuse University Research Corporation, 1971). Marien also contributed the bibliography to Walter C. Hack, et al., Educational Futurism 1985, final report, the 1985 Committee of the National Conference of Professors of Educational Administration.

[6] Perry E. Rosove, An Analysis of Possible Future Roles of Educators as Derived from a Contextual Map (Santa Monica, Cal.: System Development Corporation, SP-3088, 1968), p.6. Reference will again be made to this "map" later in the section "Available Models."

One might surmise that an "art" which is still in its infancy would have at best a modest following. Not so! According to James R. Bright, Associate Dean and Professor of Technology Management, Graduate School of Business, University of Texas, "Literally hundreds of government and industry Delphi studies have been performed, both on technology and on socio-political developments, here and in Europe."[7] There is apparently a great urgency to anticipate future events as best as is possible by contemporary means in social science and the primitiveness of the "forecasting art" does not seem to deter.

Quintessentially, there are three Forecasting Types under which are subsumed eight discrete methodologies most frequently employed. The Forecasting Types are:

Exploratory: Starts with past and current trends and then makes extrapolations which are projected as images of the future.

Normative: Starts with future needs and goals, then works backward to identify the technology, changes, and decisions required to fill needs and to reach goals.

Intuitive: Expert speculative projections into the future; these are "probables" and are innovative in direction.

Elaboration on these Forecasting Types may be helpful before proceeding to the methodologies subsumed under them.

Exploratory forecasting extends the present and the past by means of projection. It is capability oriented and it is descriptive insofar as it assumes future patterns of social organization will be sophisticated "continuities" of patterns already institutionalized by society.

Normative forecasting is goal oriented and it is prescriptive, insofar as it assumes goals can be set for the future, decisions to achieve these goals can be made now, and that the necessary technologies for achieving these goals will be invented. More than any other type, normative forecasting is hospitable to the notion of "discontinuities" in human experience.

Intuitive forecasting methodologies are essentially sophisticated variants of the "wise old men" technique of anticipating the future. Best known of these methodologies is the Delphic probe. It assumes opinions of experts in a given field can be assessed and refined. Predictive statements are circulated to a

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[7] James R. Bright, "An Outline Introduction to Technology Forecasting," an undated mimeographed paper, p. 16. Professor Bright also lists by name many industrial organizations which have engaged in serious forecasting activity and the methodology which was employed in each case. He further reports that the University of Utah used a Delphic probe "to define secondary school developments."

group of experts and successive rounds filter prediction rationales as well as counter arguments. Delphic probing originated at Rand Corporation and it was refined by Theodore J. Gordon. Three conditions are necessary in a Delphic probe: anonymity, feedback of reasoning, and statistical control. These respectively eliminate interpersonal problems, maximize expertise judgment, and elicit the previaling degree of confidence and unanimity among the "wise old men."

Twenty-one methods of forecasting which have been reported and evaluated at System Development Corporation are combinations of most frequently employed methodologies and these are classifiable as follows:

Exploratory

Trend Extrapolation
Simulation and Modeling

Normative

Relevance Trees
Mission Matrices
Questioneering

Intuitive

Delphic Probes
Cross Impact Matrices
Scenarios[8]

Some might question whether a scenario is a "method" or implementation stages of a program derived by means of a forecasting method. However the case may be, the scenario is a critical tool in futurology. For, as one statement has put it, "Implicit in every forecast and every decision about the future is a scenario or set of scenarios."[9] Indeed, there is considerable disagreement among forecasters as to which forecasting methodology will generate a more objective scenario.[10] My own inclination is to think of the scenario as the

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[8] The Contextual Map that was developed at System Development Corporation for "an analysis of possible future roles of educators," and which was cited in footnote 6 earlier, is a variant of the extrapolative method.

[9] R. Foster, E. Leonard, and R. Rea, "A Scenario Generating Methodology," June, 1970, mimeographed paper, p. 1.

[10] As a means of maximizing scenario objectivity, Iteration Through Synopsis has been used in forecasting. "This method is designed to increase inter-disciplinary consistency in the scenario. It consists of developing independent scenarios for each discipline and then modifying the descriptions through an iterative process which makes the scenarios compatible with one another," Ibid., p.2.

product-output of a forecasting method, predetermine the type of scenario that would be instrumentally functional in a given enterprise, and then decide on a methodological "best fit" from among available alternatives.

Last, central to a discussion of forecasting methodology and scenario generation is a time dimension. Moles, in "The Future Oriented Society," suggests four time dimensions:

1. Short Range, 1-3 years, best for cause-effect studies,

2. Middle Range, 4-10 years, best for reaction, feedback, coupling studies,

3. Long Range, 10-20 years, best for studies of mechanics of interaction and the emergence of options, of choices whose consequences can be teased out from "future bearing facts" of the present,

4. Very Long Range, 30 years and longer, best for studies of human valuing which orient the options for all time dimensions.

UCEA Simulation Experience

Forecasters believe a self-fulfilling prophecy is operative in futurology and it is stated as follows: Images of the future, once communicated, tend to come about and, therefore, the future can be invented by imaging skills. The concept of a self-fulfilling prophecy comes to mind in contemplation of "next steps" for UCEA's Urban Simulation Project. Surely, at the very least, those patterns of administrative style which have led to our current preoccupation with expectations of disaster in American education ought not to be built into any projection of future school organization. Two such styles, especially, have been counter-productive to the sophistication of educational administration in the United States: imitation and "ad-hocism."

As one views the structural evolution of American public school organization in historical perspective, a crazy-quilt design of cultural borrowing takes shape. It is altogether relevant to recall that kindergarten, elementary school, junior high school, and high school are not American inventions. These were adopted from models of other cultures and their respective educative processes were adjusted responsively over the years to changes in the social environment.

Largely, because of this precondition, contemporary American school organization is burdened with afflictions of a "trained incapacity." Most serious of these afflictions is a predilection in its modus operandi to be more oriented to the past than to the present. Witness as examples, selected from among

many available, prevailing grade differentiations on a chronological-age axis in contravention of everything psychological research has disclosed about individual differences in learning, or the predominance of norm-referenced evaluative standards in education at a time when cultural imperatives urge performance-referenced standards, or the perseverance of nineteenth-century modes of local control in a society whose local political units are fast assuming metropolitan dimensions.

What modernization has been effected in American school organization, especially since the end of World War II, should be categorized at best as ad-hoc patchwork to lessen the burden of a "trained incapacity" and to keep traditional school organization functioning at minimal levels of performance. How much longer will "ad-hocism" do and, more to the point of UCEA's urban simulation objectives, is "ad-hocism" likely to evolve a system of public school organization more oriented to the future than to past?

A future-oriented model of school organization has to be simulated as a comprehensive community resource for human development and not, as with traditional school organization, predominantly a conveyor of cognitive learning. It has to have a capability of modernizing into the future insofar, at the very least, as it narrows the polarization between what one social scientist has called "the city as enlarged ghetto" and the "suburban enterprise."[11] It has to be envisioned as a major social instrument for the revitalization of core American values. Secretary Elliot L. Richardson of HEW has stated the matter as follows:

> It is not a new idea that a man cannot truly enjoy civil liberties when he has no economic freedom--a condition that more and more obtains for many persons in our large cities.
>
> But it is a newer idea that the condition of life in our cities threatens our cultural and social values.
>
> The big crowded city exacerbates all ills. It may provide peaks of wealth, but it deepens the valleys of poverty--more widely separating the gap between the haves and have-nots.[12]

UCEA's Urban Simulation Project, as I see it, is capable now of a forward leap. UCEA staff saw in the late 1950's the potential in DCS simulation as an instructional tool for the preparation of school administrators and quickly organized

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[11] Irving Louis Horowitz, "Separate But Equal: Revolution and Counter-Revolution in the American City," Social Problems, 17:3, Winter, 1970.

[12] Quoted in Minneapolis Tribune, July 24, 1971.

for its effective dissemination and use in universities.[13] The Whitman School of Jefferson Township, as this simulation came to be known, greatly enlarged the focus of preparation programs in educational administration. They were infused with conceptual strength because, in order to tease out the larger meaning of depicted administrative behavior, professors and students had to apply relevant concepts drawn from the social and behavioral sciences.

At the same time, it has to be acknowledged that the Whitman simulation had substantial innate limitations. Its effective instructional range was too narrow. Despite subsequent UCEA efforts to remedy this condition with incremental simulations, Whitman remained trapped in limitations imposed by its suburban model. Put another way, it was incapable as an instructional tool of surmounting the handicap of its chance fall-out from another project. But for over ten years, Whitman simulation was the best we had in educational administration.

Then, encouraged by salutary effects of the Whitman simulation, UCEA made available early in 1971 the more comprehensive Monroe City simulation. The project was planned and developed, first to last, by task force groups of professors of educational administration and UCEA staff. Constraints of the antecedent simulation were kept out of Monroe City. Its scope as an instructional tool was enlarged considerably by data banks, a pronouncedly urban setting, and the expected duration of its usefulness is to 1975.

Next Steps

Between now and 1975, as with the Whitman simulation, Monroe City will be enlarged and revitalized periodically with additional simulations. For the period beyond 1975, I urge UCEA staff to consider the following course of action: Simulation of a "school of the future" should be planned for a Long Range time dimension of 1975-1985, programmed by a scenario in two discrete time-frames of five years each, and, as forecasting methodologies, a combination of Trend Extrapolation-Modelling-Simulation should be considered as a likely "best fit" for scenario generation.

A "school of the future" could be set in Monroe City or, to invest the simulation with the freshness of institutional self-revitalization, the better course might be to set it in "Newtown", "Monroe City Newtown", or "Monroe City Reconstructed." Moreover, the production schedule here proposed for a "school of the future" will materialize three important advantages for the project.

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[13] This simulation was developed for a research project, "Development of Criteria of Success in School Administration," under the direction of Daniel E. Griffiths and John Hemphill, and funded by the Cooperative Research Program of the United States Office of Education.

First, there is the advantage of a comfortable lead-time for each stage of planning and production: 1971-1975 will produce the first five-year frame of a "school of the future," its availability to universities to coincide with the terminal year set for Monroe City, 1975-1980 will produce the second five-year frame and, because its anticipated usefulness is up to 1985, there also is lead time built into this schedule for planning beyond 1985.

Second, these time-frames afford the advantage of anticipating the problem of "future shock." For it is further urged that UCEA simulation of a "school of the future" break away from the "critical incidents" mode of former simulations, design the new simulation in a "system analysis" mode, extrapolate future-bearing trends from the most promising innovations in contemporary public school systems, set them in a "school of the future" for which a composite of forward-moving school systems will be the model, and head-off "future shock" in school administration by simulating its first five-year projection -- 1975-1980 -- as a "school of the extended present." Here, then, still another valuable advantage would be garnered by simulating first a "school of the extended present;" namely, forecasting technology will have more time to catch up with the second five-year frame -- 1980-1985 -- of UCEA's simulation schedule.

Because a "school of the extended present," as it is conceptualized here, will serve as a shock-absorber in the shift from a "critical incidents" approach to "system analysis," the clinical content of the simulation could be generated from models already operational in public school systems. These systems have confronted such pervasive problems of the system as interagency cooperation, intensive involvement of the family in socialization, vertical and lateral transmission of culture, decentralization, and they have confronted them with culturally sanctioned innovative departures from the traditional; trends which, if extended into the future, would transform reconstructively American public school organization.

These public school systems, to borrow Henrik Ibsen's expression, already are "in league with the future," and they could not have effected this league without shifting from a particularistic "critical incidents" perspective to the global administrative perspective of "system analysis." Decentralization is not a "critical incident," it is a problem of the system whose successful resolution cannot be achieved without analytical insight into mechanisms of control in the system, without reflective thought about the socialization function in urban society, and without developed transactional skills for playing "trade-off" in administrative decision-making with competing system thrusts.[14]

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[14] For an insightful treatment of decentralization, which shows it to be much more than a "critical incident," see Luvern L. Cunningham, "The Magnificent Pandora of Decentralization," The School Administrator, June, 1970.

Much the same is to be said for those other pervasive problems of the system which generate the fall-out of "critical incidents." Is it productive to confront the challenge of interagency cooperation without analytical perspective of the political and economic interchanges which bind the network of municipal agencies into a complex delivery system of human services? Are administrative strategies to tap the reinforcing capacities of families likely to be productive without a sophisticated awareness of the deep cultural interdependencies which bind the social system of the family with the social system of school organization?

Such reflection moves me to urge a simulation format for the "school of the future" with the following as its all-embracing teaching objective: sophisticated instruction in the meaning of "system." Its theoretical and empirical content should deal with the simple linear system, the complex system, cybernetic systems, and, most of all, with the interpenetrating cultural- rational-psychological properties of the social system. Ideas of such as Norbert Wiener and Ludwig von Bertalanffy should be made as familiar to educational administration through the new simulation as are the ideas of Max Weber and Talcott Parsons. Simulation exercises could center around social system feasibility and trade-off analysis, social system design and development, social system management and control, social system evaluation and change, and the like. Included in such simulation exercises might be projective case analysis and futurological gaming; that is, generating images of the future with an assortment of availbale forecasting methodologies. And, insofar as the "school of the extended present" is planned as the first-stage simulation of a "school of the future," such exercises would anticipate the more sweeping futurology of the second-stage simulation.

Available Models

Models now available would make it possible to simulate a "school of the extended present" either as a discrete organizational unit, say an elementary school, or as a pyramid-shaped decentralized educational complex, pre-K through 12, of a large urban school system.[15] These models were located by means of on-site visits to public school systems around the country and, for which, support was provided by UCEA and the Division of Educational Administration, University of Minnesota.

A variety of such models were found and, in the interest of brevity, I shall not display them all. Instead, only those directly related to points made in the narrative will be exhibited.

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[15] Professor Thomas Pettigrew of Harvard thinks of this type of decentralization as pie-wedge shaped.

1. Williams Community Education Center Demonstration Project. Wendel T. Williams Elementary School, its official designation in the Flint, Michigan Public School system, consists of three program and building components: instruction, recreation, community services. For a school organization which is conceptualized as a comprehensive community resource for human development, Flint's Williams Elementary School perhaps is the most developed model in the United States. HUD provided construction funds for the community resources component and intensive interagency cooperation at the local level generated support for the other two components. Rich case material is available to be included in the simulation of Williams Elementary School and it is ideally "open-ended" for extrapolation exercises.

2. John F. Kennedy School and Community Center. Kennedy is a school for early adolescents, a 5.5 million dollar project at the center of Atlanta, Georgia, and it is another magnificent specimen of interagency cooperation in an urban environment. The manner in which education and community services are blended in Kennedy, its obviously enlarged mission as a public school, a pronounced sensitivity to family life at Atlanta's core, combine to set apart this school from the traditional. Kennedy, too, received HUD money.

3. North High School. North High is a Minneapolis school under construction. Its twin, South High School, has been operational for two years. North High will cost 8.5 million dollars, occupy over nine acres, and it will have access to twenty-seven municipal park acres. The Rockefeller Foundation provided a $100,000 planning grant to have a community component built into North's building and program design. North High will be a "core city" school.

There are other new urban high schools in the United States with the divergent features and inner city orientation of North High, New York City's John Dewey High School for one, but North High is singled out as a possible simulation model because of its relationship to the next category; which is, a decentralized educational complex within a large urban school system in whose schools are incorporated many divergent features characteristic of schools in Category I models.

4. The Pyramid Concept of Administrative Decentralization. The public school system of Minneapolis has been committed to decentralization and a pyramidal reorganization of the system. Ten pyramids will materialize eventually and, of these, North Pyramid and Southeast Pyramid already are operational.

The larger strategy of pyramidal reorganization in Minneapolis are four-fold: 1) decentralize administration and educative process in the system, 2) blend education and community services by means of effective interagency cooperation, 3) revitalize the usefulness of old school buildings by linking them programmatically to new ones, 4) cultivate aggressively latent resources of family and community in behalf of school programs.

North Pyramid recommends itself persuasively as an attractive model for simulation as a "school of the extended present." Its enlarged definition of education is weakening the constraints which enervate traditional schools of the inner city and, in order to facilitate its effective and efficient functioning, the superintendent's office had to invent administrative procedures which in the future are likely to become commonplace in central-office administration of urban school systems.[16] Extrapolations of North Pyramid's future-bearing trends in simulation exercises would, I believe, generate feasible images of a "school of the future."

5. A New School for the Cities.[17] This model combines analogic and symbolic attributes of representation -- organization charts and verbal description -- and, from one point of view, it properly qualifies as a first-draft simulation scenario for, to use the language of its authors, "a new kind of school."

The authors of A New School for the Cities have indicated System Development Corporation would view favorably UCEA's selection of its model for the simulation of "a school of the future" and, indeed, it would be available to participate in both design and production phases of the simulation. Should this alternative be selected, the optimum condition would be to have the model already operational in some public school system. However, the unavailability of such an optimum condition need not rule out the SDC model.

Much in the SDC model has materialized as features of structure and process in the organization of North Pyramid in Minneapolis. Imaginative engineering can harmonize the two, especially because both are oriented in design toward the same values.

6. Functional Equivalents. The concept of a "functional equivalent" is Robert Merton's contribution to theoretical literature in sociology. He conceptualized a functional equivalent in his analytical treatment of the meaning of "function." Professor Donald J. Willower, in an imaginative exploratory exercise, suggests Merton's concept could be instrumentally useful for effecting change in school organization. He states:

> Assuming that it is neither feasible nor quite reasonable to eradicate the present system of public schools to begin afresh, less spectacular alternatives can be examined with the concept of functional equivalents in mind. New structures should be designed to be consonant with desired ends for students and also perform functions protective of the organization and its personnel, hopefully mitigating a major source of resistance to innovation.[18]

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[16] One such is a grid for incorporating interagency cooperation at the earliest stages of planning of new school plant construction.

[17] Robert J. Meeker and Daniel M. Weiler, A New School for the Cities (Santa Monica, Cal.: System Development Corporation, SP-3469/000/02, 1970).

[18] Donald J. Willower, "Educational Change and Functional Equivalents," Education and Urban Society, August, 1970, p.375.

The referent in Willower's functional equivalent is a "teaching caucus" which, in structural-functional terms, he holds up as "an example of a generative innovation, that is, it is an innvoative structure that functions to legitimate other innovations."[19] Quite apart from its attractiveness for the immediate present, there is also in Willower's idea the hint of a structural component which, in a simulation, should be built into the model of future school organization.

Willower's conceptualization of a "teaching caucus," and the manner he proposes it be used in education, is similar to Alvin Toffler's "Council of the Future" and the manner he proposes it be used in social organization. Both seem to have in mind an institutionalized turnkey opening doors to innovation and new directions. Insofar as it would tease out future-bearing trends from ongoing school programs, and initiate their legitimation at the three major sub-system levels of organization, such turnkey mechanisms in future school organization could infuse it with an enlarged capacity for institutional self-revitalization. The field of mental health provides a dramatic case in point.

The National Insitute for Mental Health has supported over the years mental health research in the millions of dollars. Much of this research has generated mental health programs which, by modern-day expectations of education, ought to be in the main stream of school life.[20] But current modes of using the adoption-diffusion model in public school organization are inadequate for this end. Willower suggests why this is so.

> The adoption-diffusion model has been rather fruitful but it derives from a tradition that addresses adoption by individuals rather than by organizations. Hence, a typical and a key concern has been characteristics of persons who vary in adoption rates. Adoption has been treated as an all-or-nothing phenomenon, and the quality and sophistication of adoption, its intraorganizational diffusion, and the circumstances in which innovations are ornamental rather than substantive, have been virtually ignored.[21] /italics added/

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[19] Ibid., p.397.

[20] One example from among many available in the Adolescence Resources Center of the South Carolina Department of Mental Health. The Center staff has developed effective "crisis intervention" techniques for childhood education, for which the American Psychological Association conferred its annual award, and it is now researching "crisis intervention" techniques in early adolescent education. The research is being done with the cooperation of the Sumter, South Carolina Public School system and, as the earlier childhood research, is supported by a large NIMH grant.

[21] Willower, "Educational Change and Functional Equivalents," p.389.

To free the adoption-diffusion model from its narrow range of usefulness in public school organization, and shift away from simplistic imitation, is in itself an important end to pursue in the new simulation. However, a more immediate objective for dealing with it here is to focus attention on the literature in educational administration as still another source where models are available for the UCEA Urban Simulation Project.[22] Especially useful is the work of authors who, as Willower, reflectively explore the extrapolative potential in such concepts as "functional equivalents."

The Presence of an Opportunity Pattern

These models, as was indicated before, by no means exhaust the list. They merely are representative of the many available. Those, moreover, which have been reviewed here were so arranged as to indicate the considerable latitude of mobility they would afford in model selection. But precisely because these models are available, and in such variety, I tend to think of them collectively as one component of a larger opportunity pattern UCEA might put together for the simulation of a "school of the future."

Long before the model-selection stage, to say nothing of scenario generation and production design, UCEA staff will have to assemble for intensive planning an interdisciplinary pool of talents drawn from both member and non-member UCEA institutions. Assuming professors are available to the Urban Simulation Project as UCEA Staff Affiliates, or even as Staff Associates, the scale of the new simulation, in both time and production effort, would make their recruitment unthinkable without a support budget; especially in light of the current economic bind in higher education. Then, of course, there is the actual cost of production. All of which means UCEA will have to obtain funding for the simulation of a "school of the future."

It is here that I perceive another component of the opportunity pattern. Simulation of a "school of the future," if done with professional adroitness, can be, to borrow Willower's expression, "a generative innovation" in the preparation of school administrators. For, indeed, latent in its structure, as it is here conceptualized, is a capacity to function as an adoption-diffusion model for intraorganization diffusion. Hereto fore, UCEA simulation has been used exclusively in higher education as an instructional tool for the preparation of school administrators. But the new simulation, with built-in divergent modus operandi depicting in empirical contexts such concepts as "functional alternatives" and "functional equivalents," also would be ideal as a foundation for the in-service instruction of all staff in a public school system.

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22 Illustrative is John Andes, "Alternative Models for Urban School District Organization," Educational Administration Quarterly, 7:1, Winter, 1971.

CHAPTER ELEVEN

THE DEVELOPMENT OF SIMULATION MATERIALS FOR SCHOOL BOARD MEMBERS

Why Provide Educational Experiences For Board Members?

School board members--unlike most other personnel working directly with education--are rarely trained for their roles. Although many are professionals in their own right, most board members are laymen with regard to education. In addition to this absence of prior formal preparation for the duties involved, many board members are not even provided with an adequate orientation to either the school-community or to the expectations for their position after they assume their new role. Also, although board actions are expected to represent group decisions, many members have limited experience in and virtually no training for decision making in group settings. The assumption seems to be that the individuals already possess this knowledge and these skills or, if they do not, they will acquire them through a process somewhat like osmosis. Either part of the assumption is open to serious question.

Why Use Simulation?

No alert observer can fail to recognize that the entire educational structure is presently under attack from all sides. The students, the staff (both professional and non-professional), and the public are continually challenging decisions made by the board, the formal policy making body for education. The decisions being made often involve millions of dollars of tax funds and the educational welfare of many of our children. A setting like this is no place for on-the-job experimentation or trial-and-error learning.

Simulated situations allow board members to practice their decision making behavior in a setting where: (a) the effects of a "wrong" decision do not actually cost money or harm children, (b) decisions are easily reversed if necessary without political and/or financial repercusions, (c) decision making variables are more easily controlled so that they can be analyzed and used intelligently, (d) the emotional environment can be adjusted to provide practice in more objective decision making, and (e) the time factors and sequence of events can be tailored to fit the individual's development and provide for maximum benefit from the experiences he has had. In short, the simulation exercises can provide fairly accurate copies of reality while allowing the adverse

effects of the real situations to be controlled so that maximum learning can take place.

For more than a year a group of professors from several universities has met frequently under the sponsorship of the University Council for Educational Administration in cooperation with the National School Boards Association (N.S.B.A.) to discuss and plan for the educational needs of board members. This group included the following: Donald L. Piper (Team Leader), University of Rochester; Virgil Blanke, Ohio State University; Ken Buck, Council of Big City School Boards; William Caldwell, Pennsylvania State University; Glenn Immegart, University of Rochester; and Carl Steinhoff, New York University. The team spent a considerable amount of time developing a comprehensive model for improving the effectiveness of school board members -- both as individuals and as groups. Although the model represents a far more comprehensive and ambitious undertaking than the simulation described in this paper, it is included as Figure 1 in this report for two reasons: (a) it gives the reader a concise presentation of the needs of board members and suggestions for future development of materials, and (b) it shows how simulation and role-playing can fit into the total effort to improve the effectiveness of board members. Since the model is included only to illustrate the above points, no detailed explanation will be attempted here. However, it will be noted that later references to both individual and group settings for simulation and role-playing grow directly out of the model.

Objectives For The School Board Simulation

The use of simulation techniques with board members appears to be in an embryonic stage. As our experience with this new audience grows, we will probably be able to both expand and refine our goals. At the present time four broad objectives seem to be both reasonable and attainable.

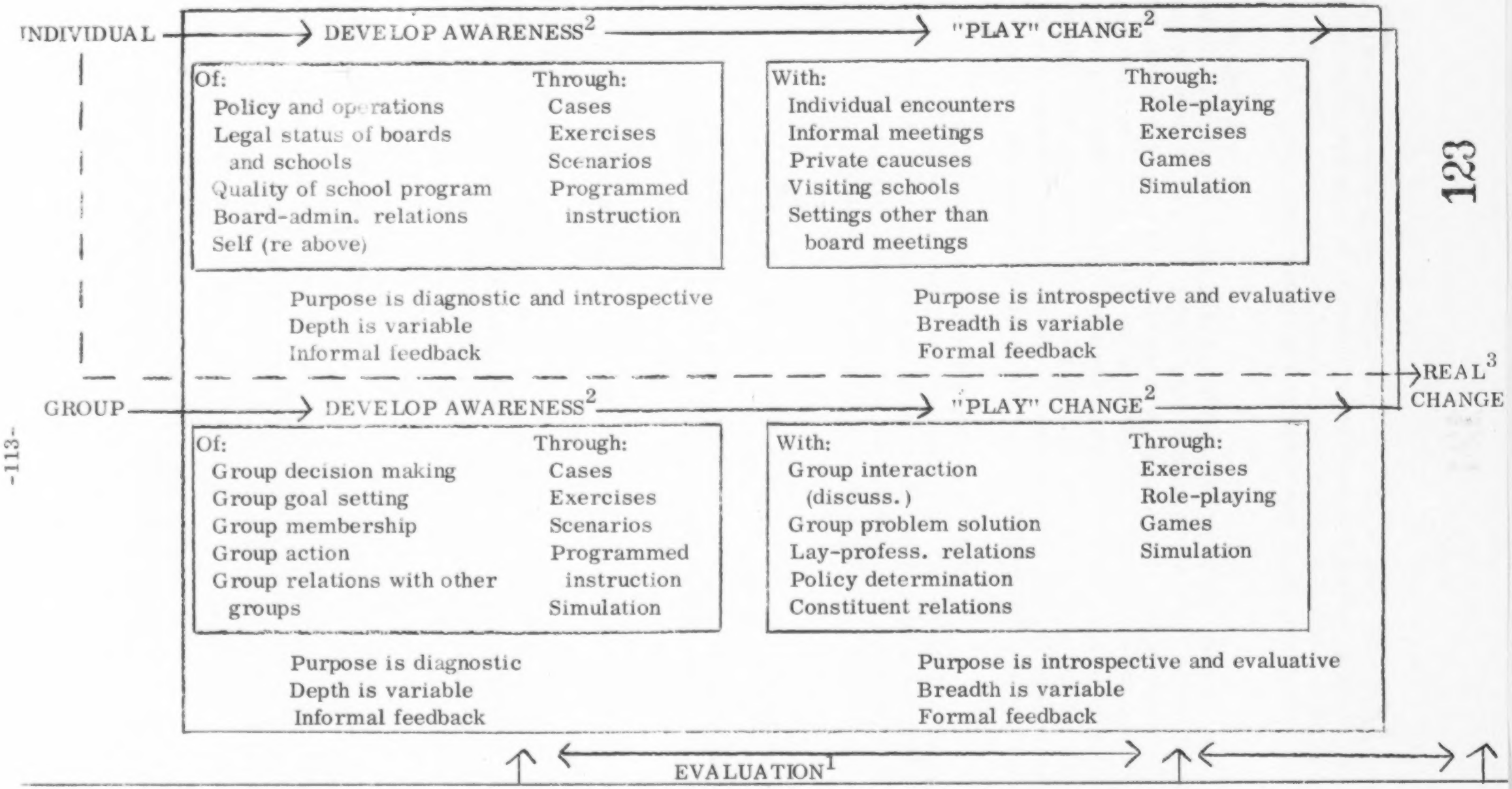
1. To provide new and experienced board members with opportunities to practice and refine their group decision making skills through the use of accurate feedback and analysis of their behavior in controlled, non-threatening board meeting situations which are fairly accurate representations of reality.

2. To develop in board members an awareness of their own habits in searching out and using accurate and relevant information in forming their own opinions and attitudes about selected educational issues and problems.

3. To enable individual board members to become more aware of, to examine critically, and to consider the probable consequences of their behavior in contacts with persons outside the board meeting setting.

4. To help board members obtain a more accurate and complete understanding of the role expectations held for them by fellow board members, educational personnel, and members of the community.

FIGURE 1
TRAINING AND EVALUATION MODEL FOR IMPROVING
THE EFFECTIVENESS OF BOARDS OF EDUCATION



1. Instructors or consultants are actively involved in evaluation of both training techniques and participants.
2. Instructors or consultants are actively involved in helping participants both as individuals and groups.
3. Participants behave in real situations; no direct involvement of instructors.

Guidelines For The Development Of The School Board Simulation Components

For the past three years this writer has worked closely with approximately 75 boards of education in a nine-county area in and around metropolitan Rochester, New York. He has also met regularly with a group of professors from a number of universities in New York to discuss the educational needs of school board members. The following guidelines seem to be based firmly on these discussions and experiences.

1. Although considerable emphasis should be given to urban-based issues and problems, the materials should include a fairly wide range of situations so that they may be adapted for use with suburban and rural boards, also. The Monroe City setting should be the primary source of stimulus items, but the selection of items should be determined on the basis of applicability to other school districts.

2. Stimulus items should grow out of these types of settings:

   a) Situations occurring in a regular board meeting (e.g., intra-board conflict over issues; board-superintendent conflict; interruptions or scheduled input from members of the audience).

   b) Issues and situations in executive sessions or board study sessions.

   c) Incidents occurring outside board sessions and involving one or more board members as individuals (e.g., phone calls or personal contacts with parents, representatives of community groups, or school staff members; contacts--planned or unplanned--between two or more members of the board.

3. The stimulus incidents should be arranged in component packages that are somewhat discrete to allow for use in fairly short sessions--evening or one-day sessions rather than continuous periods of a week or more. Entry time for each package should be relatively short; presentation of background information should be abbreviated as much as possible. (Most school board members are employed full-time in occupations other than board membership and are not able to devote extended periods of time to training sessions. However, many appear to be willing to spend an evening or a Saturday now and then in improving their effectiveness.)

4. Since individual board members come to board meetings with differing knowledge about and perceptions of each school-community situation and issue, there seems to be justification for providing different kinds of background information to each of the participants. It might be useful to provide similar

input to all members for some packages and differing information--perhaps even contradictory data or perceptions--to individual members for other packages. This could make the simulations more real and might highlight the problems of trying to arrive at a group decision when group members are operating on dissimilar assumptions and information--or even misinformation.

5. The presentation of necessary background information should be accomplished using media other than the printed word as much as possible. Audio cassettes or the new video cassettes might be used so that the individual board member can prepare himself before coming to the simulation session. This would save considerable meeting time and would make possible the differentiation in information suggested above. Also, consideration should be given to providing alternative methods--e.g., a participant could choose to use either printed material or a cassette containing the same background information.

6. The stimulus items in the meetings could be introduced by meeting agendas, the chief school officer's report or comments, questions raised by individual board members, or input from members of the audience. Additional information could be available through other personnel usually present in a board meeting--e.g., a school board attorney, assistant superintendents, the school business administrator. Personnel adopting these roles could be physically present, or a series of data bank reports could be used to answer the questions board members might have. In any case, this information should probably be available on a request basis rather than being provided prior to the simulation activity.

7. Since one of the objectives is to provide accurate feedback about actual behavior, and since in most of the simulated situations two or more people will be interacting in face-to-face contacts, the use of video-tape for recording and playback would seem to be a much more satisfactory method than having participants record their behavior as in most of the other in-basket simulations. If video-taping facilities are not available to the participants, audio-taping would seem to be the next best medium. (The availability and practicability of the new video cassettes should be examined very carefully. The possibilities for use in preparing the participants for the simulation and in providing opportunities for individual or small-group feedback and analysis are very encouraging.)

8. Although up-to-date sophisticated simulation techniques should be used wherever possible, it should be kept in mind that this is a "first generation" simulation for board members--and board members are a new audience for this type of training. Therefore, knowledge and techniques gained from previous simulations with trained administrators should be used cautiously and with discretion.

Suggested Components For The Board Simulation

Components should include general background materials and stimulus packages. The stimulus packages could include the material for presenting the stimulus and additional specific in-depth background information for each of the situations.

General background materials could include the following components:

1. Background Booklets. Fifteen background booklets have been developed by the URBSIM teams. These should be made available to those using the board simulations, although the specific uses of them with the participants should be left to the discretion of the instructor working with the board members. There may be occasions in which he will want to provide some or all of them to participants for study before the simulations begin; in other situations he may want to use the booklets as data bank items; in some instances he may not want to use them at all.

2. Monroe City Film. A 25-minute 16mm color film has been produced for use in the URBSIM project. The film attempts to give the viewers a "feel" for various aspects of Monroe City. Here again, this component should be made available, but it may be that the instructors will not see this as a necessary part of the background information. This might be true particularly for those board members who already have much experience in city environments.

3. Filmstrip on Monroe City School System and Community. This project is already included in the plans for the superintendent simulation. Since the planned emphasis on an overall orientation to the schools and community is very similar to that needed by board members, there would seem to be no reason to produce a second filmstrip for the board simulation. The one filmstrip could be marketed as a common component for both simulations.

Stimulus packages should include components built around the three settings described earlier in the guidelines section. Specific examples of components for each setting are as follows:

1. Board Meeting Components. Several packages should be built around long-range major problems facing the district. One good example is the cluster of circumstances leading up to the defeat of the $83 million school bond referendum. This problem has great relevance for many other school districts. A second major package could center around the university study of the Monroe City School System. Both of these topics are of such a magnitude that they would need to be planned in components requiring an extended period of time. It should be recognized that in spite of the need for this type of sustained in-depth experience, many instructors and board members may reject these packages because of the time commitment.

A second set of board meeting packages--perhaps 6-8 in number--should be developed around more immediate problems; these will be more appropriate for short sessions. Typical examples might be:

a) the disruption of a board meeting by a group of irate citizens.

b) board reaction to a request or petition from a group of students.

c) board action on a report from their negotiating team.

d) a request by a high school principal to secure police protection in his building.

Although some of these incidents may not seem to have great educational significance, they are representative of the kinds of problems which many boards face continually. Also, if boards can learn how to handle these problems more quickly and effectively, they may have more time and energy to devote to the more crucial long-range issues in education.

2. Executive Session Components. Probably the most practical and realistic stimulus incident would be the chief school officer's announcement that he will retire and a replacement will have to be secured. This is practical because the choice of a new superintendent is probably the most important decision a board is called upon to make, and it is useful for board members to go through a "trial run" before they are faced with the real decision in their own districts. It is realistic because the superintendent in Monroe City did retire this year and a successor had to be found.

Additional in-depth background information for this particular package should probably include:

a) A brief biographical description of the previous superintendent including his strengths and weaknesses as perceived by the board members, the staff, and the community; his length of tenure; and the major accomplishments during his tenure.

b) The specific challenges facing the district in the future. (This is already available in the form of seven challenges identified by the UCEA staff with the help of the Monroe City staff.)

3. Individual Board Member Components. A single package might be designed to include 6-8 incidents involving a board member outside the board meeting setting. These could be introduced by audio tapes representing phone calls, by audio or video tapes representing face-to-face meetings with various individuals or groups, or by copies of letters or telegrams received by the board member. Provisions may also be made for using live actors in various

roles. Since board members--particularly in metropolitan areas--are often subject to a considerable amount of outside pressure, this component can have great practical value.

Although opportunities for alternative methods of both presentation of and participant response to the incidents should be built into each of the three types of components, it is anticipated that components one and two--board meeting components and executive session packages--will be introduced and responded to primarily as group role-playing situations to be followed by analysis and discussion of the behavior of all participants, both as individuals and as a group. The third type of component--individual board member contacts--will put more emphasis on the analysis of individual behavior, although there may be live actors other than the board member participants in some of the incidents.

Relationship To Other URBSIM Projects

A board of education rarely operates in isolation from the chief school officer; in most districts he is present at regular board meetings and most executive sessions. This fact indicates that the role of chief school officer should be included in most of the board simulations built around group settings. It also suggests the possibility of some joint efforts with the UCEA team which is developing the chief school officer's simulation. Perhaps one or more of the packages could be built around a crucial issue for both the chief administrator and the board. The package could then be marketed as a common component of both simulation exercises.

Since boards of education often work closely with other central office personnel--like an associate superintendent for planning--the UCEA team simulating educational planning problems could also be involved in building a joint package. In this case an appropriate setting might be a board meeting in which the associate superintendent presents one phase of his planning report. Another possibility is a session in which the board and chief school officer develop a job description and determine qualifications necessary for the position of associate superintendent for planning. This second alternative might be of great practical benefit since most school districts have not yet created this type of position. The exercise could provide a necessary and useful first step in thinking about the value of formalized long-range planning.

More specific examples of possibilities for cooperation among the several simulation teams could be cited. However, the important point seems to be that there is much to be gained by having this attitude toward cooperation and continued coordination permeate the entire effort.

CHAPTER TWELVE

EDUCATIONAL COMMUNICATIONS IN MONROE CITY: TOWARD A MULTI-FUNCTIONAL SIMULATION

The immediate purpose of this chapter is to provide a rationale and some direction for the development of a set of simulation materials on educational communication in "Monroe City." The chapter is based upon a statement prepared initially for a Commission representing the National School Public Relations Association (NSPRA) and the UCEA. Final decisions about the nature, content, and format of the simulation discussed on the following pages will be dependent upon further discussions with Commission members.

The chapter will treat several topics concerned with public relationship and information roles. These will include the nature of school communication positions in school systems, the directions that school and community relations are tending, and the kinds of critical concerns that need to be incorporated. An attempt will be made to indicate the kind of background information available from simulations already completed that are relevant to educational communicator simulations. Some suggestions of specific information and situations unique to the role of educational communicator will also be offered.

The General Situation

Obviously, the information component in a public organization like a large city school system looks in many directions but there are at least two overarching significant orientations--external and internal communications. What does this mean in terms of Monroe City? The scope of the tasks involved is reflected by the dimensions of the system itself. Monroe City enrolls approximately 113,000 youngsters with a certificated staff of 5,000 people. There are 174 schools and an additional 2,000 non-certified personnel. In terms of external communication concerns, Monroe City has two large daily newspapers and five community weeklies. (One of the latter services is a predominantly black circulation.) There are four TV stations and seven AM radio outlets. Because this constitutes a very complex information environment, staff structure for dealing with communications will necessitate some careful analysis.

Staff Organization

In the title of this paper, the term "multi-functional simulation" was used; although in any school system there is only one superintendent and in any school, only one principal, even these roles involve complicated divisions of labor. With reference to particularistic staff functions, the division of labor generated by increasing size and scope of activities is frequently even more compartmentalized. In terms of the information environment in a system as complex as Monroe City, it becomes apparent that major functions of communication have to be shared. There are a variety of ways of conceptualizing and, subsequently operationalizing, the division of labor; there could, for example, simply be functional assignment in terms of "External" and "Internal" communications. In most cases, even though this is an oversimplification of reality, the responsibilities of staff do seem to follow roughly along these kinds of orientations. In Monroe City, there are two major staff functions; one function is chiefly concerned with public information, and the other with publications. The former staff person is primarily involved with media relations and clientele concerns, while the latter is more generally involved with "in-house" communications. Clearly, there will be considerable overlap in these roles and, necessarily, the requirement of close working relationships between the persons fulfilling them. Both will be organizationally responcible to an Assistant Superintendent; yet the Director of Public Information has immediate and unimpeded access to both the Superintendent of Schools and to the Board of Education. In fact, in Monroe City, the offices of the Director of Public Information and the Superintendent are in close proximity.

The Current Status of the Educational Communicator

It should be obvious that those conditions and forces which have brought change and challenge to the American school superintendency[1] bring equal (and sometimes more) pressure on that person who deals with the school system's clientele. In this case, the reference is to the Educational Communicator in a large urban public school system, for there are, of course, many other persons employed throughout the education complex who are also concerned with public information--in other kinds of school districts, in state education agencies, state and national teacher and administrator organizations, and local classroom teacher associations. Even though all of these positions have some common elements and concerns, they are all definitely different roles. It seems a reasonable assertion that those organizations "closest" to the people are likely to be characterized by the most pressure. Someone has said in classic fashion that "where children walk, sentiment follows close behind". Perhaps the major variable to be incorporated into a simulation of the urban educational communicator, then, is pressure.

[1] See Chapter Five, pp.

The Pressure Variable

In building a simulation, it might be well to use the notion of pressure as a major frame of reference. It should be pointed out here, of course, that this is not to suggest that other persons -- perhaps all professionals -- in the central staff are not also subject to a variety of pressures but rather merely to find a viable concept for developing content and situations that effectively simulate the real world of the public information officer in a school system like Monroe City. What is involved is the kind and degree of pressure.

How can such pressures be characterized? Pressure is a special kind of force; it generates stress, tension, strain, even anxiety, and it is generated by urgency, conflict, confrontation, and "squeezes" of all sorts.

For the sake of discussion, let us characterize the pressures bearing upon the educational communicator as being of two major types: task-generated, and situationally-based. In task-generated pressures, one immediately thinks of the kinds of deadlines that the communicator must learn to live with and these in turn may be of several kinds. For example, newspaper and media deadlines are relatively institutionalized timing-inputs of which the communicator early develops an almost intuitive awareness. Yet these kinds of timing-inputs govern many other aspects of his task behavior. He must be constantly aware of the relationship of certain news-making events to the various deadlines of the media with which he works -- morning daily newspapers as opposed to afternoon dailies, and both compared to weeklies; radio and television differences and so forth. As a person with considerable control over information in a significant public organization, the communicator must exercise integrity and fairness in making information available to the public via media and this can sometimes create almost impossible demands upon him. As a result, there is a kind of recurring secondary pressure which is directly the result of task-generated force. Thus, as one of the primary "information managers" in such a school district, he develops a whole set of additional dead-lines within which he and his staff must also work.

Another kind of pressure is perhaps even more anxiety-producing; that which results from the situations in which public officials find themselves. Most obviously, the immediate example is some kind of public confrontation -- perhaps a public meeting. But similarly there is situationally-based pressure which results from accidents, fires, altercations in schools, hints of wrong-doing, or of handsome young male and female teachers accused of doing something other than drinking coffee in the teachers' lounge.

The several assumptions outlined in the UCEA paper dealing with the Monroe City superintendency are equally applicable to the educational communicator; i.e., the political environment, limited financial resources, the

education/business interface, increasing fragmentation in the metropolitan environment, conflicts produced by the "social morphological revolution,"[2] accelerating curricular and structural changes, and rapidly evolving technology. All of these and more. One or two examples of ways in which these kinds of factors affect the educational communicator follow.

Limited Resources

Not only are resources limited -- that has become a uniform condition that school systems have always had to live with -- but related to that, the unpredictability and elasticity of resources. In other words, school systems, and most especially large urban ones, have extreme difficulty with long-range planning because of the unpredictability of resources over time. Currently, for example, school districts throughout the country are being forced to operate on austerity budgets whereas only a few years ago, the fiscal picture was beginning to brighten a bit. When budgets are cut, staff expertise in only the most essential fields is beyond elimination; thus, department heads and bureau directors must constantly exercise careful judgment in recruiting staff. With reference to public information, one very large metropolitan director recently told this writer:

> ...everybody on my staff must be able to write a news-release; everyone must be able to prepare a radio or television script; they must all be capable of making a speech, for themselves or somebody else. Any of them can write a statement. For us, the age of specialization is gone...I can't afford (that) luxury...[3]

The director just quoted was operating with a staff of only four full-time professionals and the district included seven hundred schools! If the budget picture begins to look better in a year or so -- and that could happen (or it could get even worse, which might be more likely) -- then staff will be adjusted accordingly. It is this elasticity of resources that creates its own unique form of pressure up and down the line.

Political and Social Conditions

The pressures brought to the educational communicator by virtue of both political and socio-cultural conditions are frequently linked in complex and curious ways. For example, a court decision on bussing to achieve integration may be politically altered by statements of interpretation by office-holders, and in turn

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[2] Philip M. Hauser, "The Chaotic Society: Produce of the Social Morphological Revolution," American Sociological Review, Vol. 34, No. 1, February, 1969, 19 pp.

[3] W. G. Monahan and Malcolm M. McLean, Jr. "Educational Communicators: Dimensions of the Tasks," Iowa Center for Research in School Administration: Iowa City, Iowa. Mimeographed, 1970, 42 pp.

reinterpreted by office-seekers, but schools are expected to abide by current legality while at the same time being aware that legislatures may hold public education responsible for events totally beyond schools' control. The public information officer for a large school district quickly discovers that some kind of statement is demanded in many situations and knows that as soon as it is released there will be a long line of vested interest representatives vying to see who gets to throw the first brick.

But just the nature of a large urban center in and of itself produces an incredible need for information about schools. On any given Monday morning in Los Angeles, I am advised that hundreds of families will be moving into the city somewhere and on that same day a thousand telephone requests for routine information are not unusual. In a sense, such communication is politically generated simply by virtue of the fact that a school district is second in size only to a city itself as a political subdivision, while schools are vastly more meaningful to residents because almost everybody has intimate contact with them.

Other Dimensions of the Tendency

The position of the educational communicator, or the public information director -- whatever the nomenclature -- is being altered in other identifiable ways and these have some bearing on the development of a simulation.

Undeniably, the position is increasingly well-established not only in large districts but in all but the very smallest. Through the National School Public Relations Association, directors are provided a professional association and are offered a forum for increasing their skills and knowledge. Perhaps most significant to this role however, is the increasing "publicness" of the schools themselves as organizations. As all dimensions of government become increasingly complex and, thereby, more and more remote from the hand of the average citizen, schools suffer the consequences of the exception. As pointed out above, here is a part of the body-politic that the citizen can touch (and sometimes mangle); a part of a complex system that in spite of its complexities is still closest to the average man. That this fact is repeatedly emphasized is only mute evidence of its validity. Thus school systems require information services, internal and external, of continually expanding scope. The consequences of this new visibility -- and it has come about distinctly only in the last fifteen years or so -- are still not clearly perceived by some administrators and many boards of education. Yet, increasingly, protection of the integrity of the school system demands the kind of skills and techniques that are incorporated in offices of public information.

Components of the Simulation

Background Information

The background information required for prospective participants in the projected simulation would be the same materials underlying the other simulations -- the fifteen background booklets, the "Monroe City" film, the "Monroe City" film strip, and any other materials which provide a "feeling" for the community.

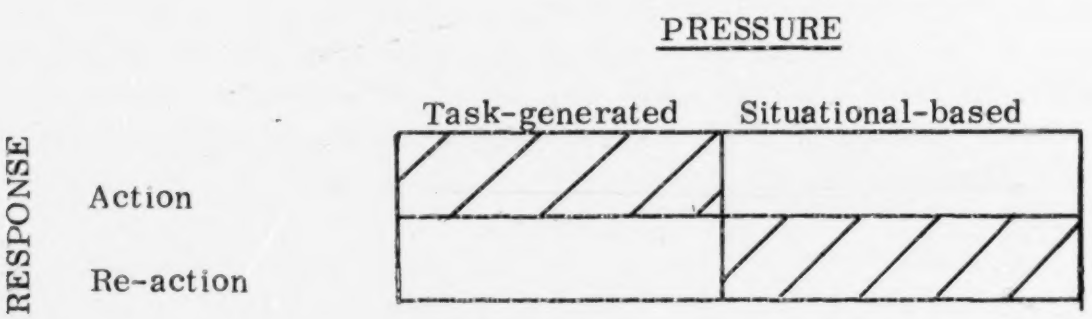
Specifically, for this role, some background information should be developed which provides media information; such material might be as detailed as biographical sketches of reporters who cover the education beat, deadlines, policies on photographs, past practices of TV and radio stations on the handling of school-related news or features, and so forth. It would also be useful to prepare a folio of school publications. Such a folio would, of course, constitute a "package" whith applicability to all administrative roles being simulated through URBSIM.

It might also be appropriate for a special budget to be prepared for the public information and publications component as specific background information for this simulation.

A Schema for Content Structure

Prior to a general discussion of the special exhibits and format of the simulation of this role, it might be helpful to posit a general framework for guiding such development.

Previously it was stated that pressure is a constant companion of the public information officer; two kinds of pressure were discussed, task-generated and situationally-based. Pressure obviously requires some kinds of responses and the role of the educational communicator is a most dynamic one, allowing precious little time for quiet reflection about courses of action. Yet, there are important dimensions of planning attached to the role and it is therefore not all response -- it involves action as well as reaction. Perhaps these two dimensions of the function can be dichotomized to provide a schema for categorizing certain aspects of the simulation. When dichotomized, the following structure is consequent:



Logically, task-generated pressure is more closely related to action while situational-based pressure is more closely related to reaction. As an example of task-generated pressure, consider the role of the public information component in preparation for a board meeting; among several tasks is that of preparing hand-outs for the working press. In going through the agenda and making choices about what to pull out, digest, or ignore -- what will make news and won't, there is "action". Deliberate, planned, and skillful analysis is required. On the other hand, when a reporter for a daily newspaper calls at 10:30 in the evening, one is automatically prepared -- or should be -- to react. Clearly, there are times when the reaction is an uninformed one and other times when one has some information himself about the topic. Even in the latter case, however, one is dealing with response to a situation rather than dealing with events a priori.

There is also a dimension of scope involved in this schema; the kind of long-range and complicated planning that might go into a campaign for a millage increase or a school bond issue is also action and the action involved will itself provoke a whole new set of tasks, and thereby, task-generated pressures.

Instructional Components

Instructional devices should be designed for both neophytes in preparation as well as for experiences personnel. The general nature of such components would be the same as for other roles; that is, in-baskets, cases, audio-tapes, and visuals (films, video-tapes, kinescopes, and so forth).

In-basket materials would include such issues as requiring decisions relating to speaking engagements, requests for information from other cabinet officers, requests for favorable treatment from sone friend in the media, the gist of a prepared statement on some particular problem, and so forth. As is typical with in-basket techniques, the exhibits would be of such a nature as to demand relatively quick decisions and notations.

Mini-cases

It would also be valuable to have developed about six or eight "mini-cases" each specifically concerned with a slightly more complicated issue than is typically included in in-baskets. For example, an issue might be included in which some school official has deliberately distorted information released to the press; the case -- running about two typewritten pages -- will explain the issue, the reasons why the information was distorted and require the public information person to "handle" it. Another mini-case could involve an appeal from a decision to discontinue a faculty newsletter; while still another will present a situation and require the subject to write a press release based upon it.

Cabinet-team Problems

One of the most appealing and significant dimensions of a simulation of the public information role concerns team problems. If there is any one thing that is essential to the effective functioning of the educational communicator in a large school system, it is totally unrestricted access to discussions and policy-making at the highest levels of the system. Problems should be developed in which the simulation of this role is intricately involved in "team" cabinet level discussions. The format will probably be that of role-systems-playing and can be implemented in several ways. For example, in some situations all role-players may have common information while in others each role-player may have some information. This "fragmented" information environment is probably more realistic. Team problems can also be simulated using a conference-call format which lends itself to taped-monotoring for later evaluation and analysis.

Other Techniques

The utilization of the macro-problems as conceived by Brubacher and Shibles[4] is also appropriate for the educational communicator role, as are the multiple-perspective taped problems with appropriate 'overlay' commentary a la the University of Wisconsin materials.[5]

Final Comments

It becomes increasingly apparent when attempting to characterize the dimensions of any role simulation for a large urban school system that such roles are indeed complementary and interdependent. An issue that might be specifically directed at behavioral activity by one position inevitably involves decisions and behaviors by others. Perhaps one of the ultimate underlying learning potentials of URBSIM is precisely this recognition of the absolute necessity for increasing synergy among administrators in large systems.

In this respect, Bennis has reminded us that it isn't easy; he said:

> One of the most difficult and important challenges for . . . managers will be the task of promoting conditions for effective collaboration or building synergetic teams. Synergy is where individuals actually contribute more and perform better as a result of collaborative and supportive environment.[6]

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4 John Brubacher and Marl Shibles, "Prototype of the Superintendency Simulation," UCEA, May, 1971, Mimeographed.

5 See Chapter Four, pp.

6 Warren Bennis, "Organizations of the Future," Personnel Administration, September-October, 1967. Washington, D.C.: Society for Personnel Administration, pp.6-19.

Bennis also believes that, ". . . teams take time to develop--they are like other highly complicated organisms (and) we shouldn't expect a new team to work effectively from the start." If this is indeed true (and there is little reason to believe otherwise), then the proposed simulation will not only help people either already attempting to function in administrative roles, or those aspiring to such positions, to become more familiar with the dimensions of performance required, but much more important than even this, a simulation will help prospective and active participants to recognize the need for the "trust and commitment" which a team approach demands.

CHAPTER THIRTEEN

SUPPORT MATERIALS: INTERPRETIVE AND CONCEPTUAL CONTENT ON MONROE CITY AND ITS SCHOOLS

At the heart of preparatory programs are the learning experiences of individual students. Since program content strongly shapes these experiences, it is one of the most significant variables to be dealt with in designing program improvement efforts. Professors can change; general designs for curriculum can change; the stated purposes of programs can change; new seminar and course titles can emerge; and newly labelled specializations can develop. However, unless program content and learning change, there can be no change of significance. A major difficulty in improving preparation is, in fact, achieving change in the substance as well as the form, change in the content as well as the methods, and change in the message as well as the media in programs. Without such achievements: plus ca change plus c'est la même chose!

The Urban Simulation Project, as noted in Chapter One, is concerned with the development of three somewhat different types of content on educational administration: descriptive, interpretive, and conceptual. While these classes of content are not entirely discrete, conceptualizations of their more distinctive characteristics can provide and has provided useful guides for developmental efforts. In this chapter attention is devoted principally to defining "interpretive" content, since this type of content involves new and systematic developmental approaches within a specific simulated context. Attention is also directed toward describing projected "conceptual" content within the Urban Simulation Project. Before "interpretive" and "conceptual" content are dealt with, it will be necessary to review the meaning of "descriptive" content since the former types of content are related to the latter.

Descriptive content is based upon and developed from facts obtained from interviews and written documents about Monroe City as well as upon information obtained from interviews with different individuals in the community and school system. Interviews, for example, were conducted with 35 of Monroe City's leading citizens. Various personnel within the school system were also interviewed including students, teachers, principals, central office personnel, and other specialists. Dozens of written documents have been studied. The data, as organized and presented, are designed to provide an objective picture of selected aspects of Monroe City (e.g., its economy), the school system (e.g., staff) and of problems facing various educational administrators (e.g., social class, education and race.)

While descriptive content is provided by persons internal to Monroe City, it is organized and presented in simulations by persons external to the system. A variety of media including films, kinescopes, audio tapes and written material is used for presenting content. Examples of these are presented in Chapters Two, Three, and Four.

Interpretive Content

Alfred North Whitehead once made the following observation:

> "First-hand knowledge is the ultimate basis of intellectual life. To a large extent book-learning conveys second-hand information, and as such can never rise to the importance of immediate practice. . . . What the learned world tends to offer is one second-hand scrap of information illustrating ideas derived from another second-hand scrap of information. . . . It is tame because it has never been scared by facts."

"Interpretive" content is designed to bridge ideas and administrative facts in meaningful ways. Therefore, it is a special blend of selected data from the Monroe City simulations and concepts generated external to these simulations. A major criterion of interpretive content, to emphasize a point already made, is that it must be related specifically to facts and/or perceptions presented in the descriptive content in simulations. Its major purpose is to generate ideas, observations, and meaning not immediately evident in the descriptive data. Its intermediate purposes are to help practicing and prospective administrators gain greater understandings and insights into urban educational administration and to obtain more knowledgeable bases for becoming effective urban leaders. The content could also aid the administrator in the search for his own interpretations of concrete situations and of their implications for leadership. Interpretive content, above all, should fruitfully and perceptively join ideas and practice. It is assumed that this joining can be achieved by insightful academicians as well as by skillful practitioners.

Interpretations can involve a variety of foci and subjects. Diagnosis of problems can provide interpretive content, for example, as can the development of proposed courses of action and analyses of projected courses of action. To take another example, interpretations can shed light on the complex environment of education, or suggest objectives which educational administrators might pursue within the educational and community environments.

The statements below have been developed to provide information and guiding ideas to those producing interpretive content on Monroe City.

Units of Interpretation

There are a number of foci or points where those interested in developing interpretive content might begin. These foci or beginning points might be called units of interpretive analysis. By definition, they would necessarily be related to the descriptive content on Monroe City. Among the units of interpretation which can be identified are the following:

The Monroe City Community

There is already available substantial information on Monroe City and its larger environment. For example, seven of the fifteen background booklets depict various dimensions of the school system's environment. With such information, the community can be a beginning point or unit for producing interpretive content. Within the context of this unit there are two options available. One is to concentrate upon one aspect of the community as described in one of the existing booklets (e.g., Monroe City's power structure). The other option is to draw upon all of the information available to deal with larger and more pervasive topics (e.g., social class structure and government in Monroe City).

Monroe City's School System

As with the community, there is considerable information about the school system in Monroe City. Information on decision making, the educational program, the staff, and organization are available in background booklets and additional data are available in other media. Again, a particular component or aspect of the school system could be used as a unit for interpretation (e.g., the staff) or interpretations could involve data about the school system as a totality.

Attendance Areas Served by Simulated Schools

Currently, the Wilson Senior High and the Janus Junior High simulations are available for use and, as noted above the Abraham Lincoln Elementary School simulation is being reproduced for distribution. All of these simulations contain information about the immediate attendance areas served. Therefore, those generating interpretive content could begin with a particular facet of the attendance area (e.g., its demography) or could approach an attendance area as a total gestalt.

A Simulated School

Various kinds of available data describe internal dimensions of the simulated schools. There is, for example, information in data banks, student handbooks, and in the array of problems presented. Data available on internal aspects of attendance units could provide, then, many potential beginning points for prospective interpreters.

A Simulated Decision Problem

The problems presented in films, tapes, in-baskets, and other media can provide beginning points for interpretation. Interpretations of problems could be developed from the specific standpoint of given administrative positions. These would include the existing Janus, Wilson, and Abraham Lincoln principalship simulations in addition to those yet to be developed as, for example, the superintendency. Interpretation could concentrate upon one problem or a set of interrelated problems in a given administrative context.

Implicit and Unidentified Problems

As already noted, the designers of the instructional materials have simulated problems which are related to specific administrative roles. These problems are visible ones and sufficiently defined to be presented in in-baskets, tapes, films, and related media. However, problems not so well defined and immediately evident are not included. Because of the substantial data available, prospective interpreters could formulate statements describing unidentified problems confronting leaders in the Monroe City School System and/or its community. They could also project and evaluate alternative solutions to problems.

In sum, then, there are various units which can serve as beginning points for producing interpretive content. These include: the community, the school system, the attendance area served by a given school, a simulated school, a simulated problem or set of problems in a specific administrative context, and an implicit and unidentified problem or set of problems affecting Monroe City and its schools.

It should be emphasized that all these units provide beginning points and they are not entirely discrete. As interpretations evolve, units other than the one initially chosen will inevitably be involved. For example, an interpreter may begin with a simulated administrative problem, but he would inevitably move outside this unit as he examined school and/or community factors affecting or helping to define it. Or, if an interpreter started with the attendance unit, he might move to an identification of an unformulated problem within the unit and then to the implications of the problem for the principal who is responsible for the school in the attendance area involved.

Strategies for Developing Interpretive Content

Strategies may be determined to some degree by the unit chosen for analysis. However, there are other bases for choosing strategies for generating interpretive content. Three somewhat different approaches are offered for the consideration of those interested in producing interpretive content. These are described briefly below. They are offered as illustrative strategies and not as a comprehensive list.

The Use of Concepts or Conceptual Frameworks to Generate Interpretations

The concepts of community power structure, bureaucracy, and leadership are suggestive of ideas which could be used to produce interpretive content. The initial step for interpreters, in other words, would be to select concepts or concept sets which they judge to be relevant and promising and which they think can be used to analyze data impinging upon the unit chosen for analysis. By definition, the production of interpretive content would require that the concepts were clearly related to descriptive facts in a way that illuminated aspects of education, organization, leadership in Monroe City and/or its schools.

The Inductive Approach to Developing Interpretive Content

Another strategy for developing interpretive content is to start with facts related to a particular unit of analysis, to study the facts carefully, and to produce generalizations based upon these facts. Meanings could be achieved by reclassifying or re-organizing facts in ways different from those involved in the original presentation. Interpretive content could also be produced by relating and ordering facts in relation to stated and explicit purposes of analysis. It could be represented in clinical judgments about the most appropriate course of action, given certain problems, and in explanations of why proposed courses of action are deemed appropriate or inappropriate. In all cases the beginning point is represented in facts available in descriptive content.

Questions as Guides for Interpretation

Still another strategy is that of formulating questions and of using them as guides for producing content specifically related to Monroe City and its schools. Illustrative questions follow:

> How does the economy of Monroe City differ from or compare with urban economics generally?
>
> What are key variables for those concerned with financing schools in Monroe City, and why?
>
> What changes in school support might be recommended to the state legislature?
>
> Do interagency relationships in Monroe City facilitate effective education? If not, how might they be changed?
>
> How adequate is Monroe City's and its school system's planning capacility?
>
> What are some alternative ways for organizing education in Monroe City and what would be some consequences of these alternatives?

What are the major discrepancies between what appears to go on in the Wilson Senior High School and what might desirably transpire there?

What is an emergent high school practice related to leadership which has particular significance for Janus, and why?

What should be the major targets for change in the Wilson Senior High School?

What are the key variables bearing upon projected targets of change?

What are some alternative curriculum changes which might be considered by those interested in reforming education at Abraham Lincoln?

What are the likely consequences of specified courses of action bearing upon problems of education and race in Janus?

What are the implications of demographic data about students for school planning at Wilson Senior High?

What objectives should guide school-community relations at Wilson Senior High and what would be the implications for Chris Bush?

Many of the above questions, it will be noted, highlight significant value issues. Such questions are always central to leadership. They are important because issues concerning wise educational directions and appropriate arrangements for change are at stake.

Since most of the work in the Urban Simulation Project to this point has concentrated upon developing descriptive content, the amount of interpretive content produced to date has been limited. Immediate plans are now underway to develop as many as twelve examples of prototype interpretations during the fall of 1971. These examples will be presented in brief papers initially; it is likely that the content of some of the papers will eventually be transferred to cassettes for experimental purposes. After a period of pilot testing, it is anticipated that effective bases for generating additional "interpretive" content will be achieved.

Conceptual Content

Conceptual content is specifically related neither to the descriptive nor to the interpretive content. However, it is logically related to the

various multi-media systems of instruction now emerging from the Urban Simulation Project. Conceptual content, in other words, will complement existing descriptive and interpretive content and will provide students and professors additional tools for instructional use within and beyond the Urban Simulation Project.

When professors and students study conceptual content, they should be able to gain better understandings of the variables bearing upon selected aspects of administration and leadership not only in Monroe City but also in other cities. This type of content, in other words, should be generalizable to numerous systems and, ideally, should be based upon studies of variables in a significant sample of public school systems. Conceptual content will typically be organized and presented in books and monographs. So far one major effort to develop conceptual content is planned in the form of a book on the urban principalship. The writing of chapters for this book will begin in the fall of 1971. These chapters will be logically related to the three principalship simulations referred to already. They will seek to illuminate the internal and external environment of schools as well as the major challenges to leadership in the schools. Plans are also being formulated for additional books related to emergent simulations. It is anticipated that a half dozen books bearing upon urban educational administration and related to educational leadership in Monroe City will eventually be produced. The next one scheduled after the principalship will be on educational planning.

CHAPTER FOURTEEN

STRUCTURED FEEDBACK INSTRUMENTS

The primary use of simulation in educational administration has been instructional. Simulated situations have provided opportunities for participants to engage in decision-making activities under conditions that are at once realistic and low risk. Potential for learning from simulation is manifest in three ways: (1) the participant is an active part of the process, (2) he is assisted by the instructor in the important task of relating theory to "practical problems" and (3) he is able to compare and contrast his behavior, and the thinking behind it, with other persons in group discussions.

Studies have also shown that students are motivated by the simulation process; they typically enjoy their experiences and often voice a preference for simulation over other instructional approaches. But the question remains: What is the character and utility of the learning, and how does it compare with what can be acquired by other methods of teaching? Our inability to answer these questions with precision owes to inadequately defined objectives and to a lack of sophisticated instruments capable of measuring non-cognitive learnings. But the questions remain unanswered also because of the relatively unfocused nature of the instructional process in simulation.

Of the three potential sources of learnings from simulation that are mentioned above, the first, active participation, tends to render understandings quite particular to the person, whereas the latter two, relating theory to practice, and group discussions, tend to be rather abstract. We are suggesting that a fourth approach to instruction using simulation needs to be developed. It should focus on the area between specialized individual benefits and broad conceptual formulations.

With this in mind, UCEA has encouraged, as part of its larger Urban Simulation Project, the development of instruments to provide feedback to workshop participants in a conceptually organized fashion. Instruments designed to provide instructional feedback permit the application of laboratory methods to simulation workshops--enabling participants to receive information that reflects, through different perspectives, their behavior and attitudes in simulated decision-making situations.

A number of pilot instruments were developed during the Spring of 1971. These instruments were tested in the Wilson Senior High School Instructional Materials Institutes which were held during April and May in eleven regional sites in the United States and Canada. From these preliminary tests, four instruments were selected and refined for further testing at workshops held during the Summer and Fall of 1971. The instruments selected included (1) The Value Resolution Scale, (2) The Action Analysis Profile, (3) The Means of Communication Profile, and (4) The Value Assumptions Profile.

The Value Resolution Scale[1]

The Value Resolution Scale is a questionnaire that is designed to place workshop participants along continua on twenty-four value dilemmas which often mark administrative life in the schools.[2] A Typical item is the following:

STRUCTURE 0 0 0 0 0 FLEXIBILITY

> In administering school policies, it is more important to maintain the policy structure impartially or to be quite flexible in adjusting for individual cases?

We have found that differences among participants, as well as changes within participant's responses between the pre and post simulation administrations of the questionnaire, serve as useful foci for workshop discussions concerning the role of personal values in administrative behavior.

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[1]Developed by L. Jackson Newell, The University Council for Educational Administration.

[2]See Appendix A for a copy of Form I of the instrument. Form II is identical except for the directions, which read as follows:

> This instrument is the same as the one you completed early in the workshop. Now, however, you should conceptualize the decisions you made in the simulations in terms of the 24 value dilemmas, and go through the scales indicating the value positions that are most truly implied by your actual decisions and actions. Your responses here should be based on your administrative behavior in the simulations, not on your value judgments in the abstract.
>
> When you have completed this form, the Workshop Director will return Form I to you so that you can compare the two sets of markings you have made. Where there are differences between your conscious perception of your value positions (Form I) and those implied by your behavior (Form II), you might wish to give some thought to the reasons for these differences.

The Action Analysis Profile[3]

The Action Analysis Profile is intended to provide workshop participants with a simple means of scoring their responses to in-basket items. They can formulate from this scoring procedure patterns of decision-making which can be interpreted in light of pertinent theories and compared to those of other participants. These comparisons can be made with data gathered from other workshops as well. In short, the instrument permits workshop participants to classify and aggregate their administrative behaviors in the simulation by both type of action and object of action and to analyze the results.[4] A typical administrative behavior, for example, might be (a) to delegate complete authority in the matter (type of action) and (b) to a faculty committee (object of action). Workshop participants might discover in using the instrument that they are taking certain actions or attending to certain objects of action disproportionately to other actions and objects of action. Significant possibilities for change may arise from such a discovery.

The Means of Communication Profile

The means of Communication Profile is intended to provide workshop participants with a simple method of scoring the ways in which they communicate as administrators with others in their role sets. They can derive from this scoring procedure patterns of communication that are theoretically interpretable and comparable to those of others, both in their own workshops and across workshops. The instrument permits workshop participants to classify and aggregate the ways in which they communicate with others (in the simulation) and to analyze the results.[5] Means of communication included on the Communication Profile Tally Grid include the following: (1) Writing, (2) Telephone, (3) Face-to-Face (in my office), (4) Face-to-Face (in his or her office, room, home, etc.), (5) Face-to-Face (in some neutral place), (6) Public Meeting or Assembly, (7) Mass Media (radio, T.V., newspapers, etc.). Workshop participants typically discover in using the instrument that they are over-using certain forms of communication and under-utilizing others. Again, significant possibilities for change may arise from such a discovery.

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[3]The Action Analysis, Means of Communication, and Value Assumptions Profiles were developed by Alan K. Gaynor, The University Council for Educational Administration. The first two are based conceptually upon the work of John K. Hemphill, Daniel E. Griffiths, and Norman Frederiksen, Administrative Performance and Personality (New York: Bureau of Publication, Teachers College, Columbia University, 1962). The Value Assumptions Profile was adapted from the "Attitudes Toward Education Scales" developed by Fred Kerlinger and others. (See Kerlinger, "Attitudes Toward Education," American Educational Research Journal, Vol. 4, 1967, pp. 191-205.)

[4]See Appendix B for a copy of the instrument.

[5]See Appendix C for a copy of the instrument.

The Value Assumptions Profile

The Value Assumptions Profile is designed to provide workshop participants with a systematic means of identifying and scoring at least some of the significant value assumptions which underlie their administrative behaviors. They can derive from this scoring procedure patterns of value assumptions which are theoretically interpretable and comparable to those of others both in their own workshops and across workshops. The instrument permits workshop participants to classify and aggregate some of the value assumptions upon which their administrative actions (in the simulation) are based and to analyze the results.[6] Twenty choices are available to the workshop participant of which the following are illustrative:

1. The school's job is to teach children, not to get involved in political issues.

2. Students have a special perspective on curriculum and other school affairs and their participation in planning and policy making is essential in improving the school as a social institution.

In using the instrument, workshop participants may discover that certain assumptions, or certain kinds of assumptions (i.e., "traditional" or "progressive" assumptions), typically underlie the actions they take as administrators (in the simulation). To the extent that such a discovery produces cognitive dissonance for him, the workshop participant may find himself more open to re-evaluating his own philosophical structure.

Common Factors & Correlates

Each of the structured feedback instruments described above has proven to be of immediate and independent value in workshop situations in and of itself.[7] Procedures have been instituted, however, to enhance the instructional value of these instruments by (1) deriving such common factors (e.g., administrator types) among them as may exist empirically and (2) ascertaining what correlates (e.g., age, sex, personality, administrative experience, etc.) may exist for these factors.[8] In this way, additional value may be attributed to the data gathered from the instruments beyond the descriptive frequencies themselves.

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[6] See Appendix D for a copy of the instrument.

[7] Further evaluations are in process.

[8] A factor analytic study is in process.

APPENDIXES

APPENDIX A

VALUE RESOLUTION SCALE

Form I

Among the most difficult kinds of decisions we make as educational administrators are those that require us to choose between mutually desirable alternatives. Often the ideals or values that we and our society revere in the abstract are found to contradict or severely limit each other in practice. Some of these "value dilemmas" are suggested by the concepts listed opposite each other below. As an educational administrator, indicate how you balance these paired concepts when they conflict by checking the appropriate position on the scale between each pair. For instance, if you feel that the need for freedom must always be given priority over the need for order, you would answer thus:

FREEDOM	●	O	O	O	O	ORDER

On the other hand, if you tend to attach slightly more importance to order, your response would be:

FREEDOM	O	O	O	●	O	ORDER

Please respond in similar fashion in giving your personal judgments on the 24 items below. Assume for this exercise that "you can't have it both ways."

Value Resolution Scale

1. PARTICIPATION O O O O O EFFICIENCY

In making decisions, it is preferable to seek wide participation and consensus within the school or, in the interest of saving time and resources, to share responsibility only with a few well-informed staff members?

2. STRUCTURE O O O O O FLEXIBILITY

In administering school policies, is it more important to maintain the policy structure impartially or to be quite flexible in adjusting for individual cases?

3. ACTION O O O O O CONTEMPLATION

Is it better to act quickly and decisively in order not to miss opportunities or to contemplate decisions at length so as to be sure as possible of a wise choise?

4. COOPERATION O O O O O COMPETITION

Are institutional objectives served better by fostering an atmosphere of cooperation in the school or of individual and group competition for rewards?

5. UTILITY O O O O O BEAUTY

Are scarce dollars best spent simply to maximize functional efficiency or should aesthetic considerations weigh importantly in the allocation of valuable resources?

6. SELF-DISCIPLINE O O O O O CREATIVITY

In yourself and in others, do you consider it more important to develop self-discipline and perseverance or creativity and originality?

7. RISK O O O O O SECURITY

As a general rule, is it preferable for an administrator to take risks in the hope of achieving greater progress or to seek to make secure the school programs that are already producing good results?

8. ACCOUNTABILITY O O O O O INDEPENDENCE

Is it more important that school administrators and teachers be held strictly accountable to the public or that they be entrusted with great independence to make their contributions as professional men and women?

9. PROCESSES O O O O O PRODUCTS

Do you tend to attach more significance to the processes by which objectives are sought or to the nature of the final products?

10. JUSTICE O O O O O COMPASSION

The strict demands of justice can run counter to compassion. For example, how do you weigh the need to fire an ineffective staff member against the great damage it might do to his family and personal life?

11. FREEDOM O O O O O ORDER

In the classroom, how does one best balance the need for freedom in learning against the need for order and discipline?

12. TRADITION O O O O O INNOVATION

As a general rule, is the administrator's responsibility greater for preserving institutional traditions and values or for making innovations and changes?

13. INTUITION O O O O O REASON

In the final stages of making important administrative decisions, do you tend to rely more on intuition--on what seems to have the right "feel"--or on a dispassionate reasoning through of the alternatives?

14. LOYALTY O O O O O CONSCIENCE

When conflicts arise between being loyal to a superior and being true to your conscience, in what direction do you tend to resolve the problem?

15. PLURALISM O O O O O UNITY

In staffing a school, do you tend to seek out and encourage diversity or do you try to build a unified and cohesive group?

16. COMMITMENT O O O O O DETACHMENT

As personal qualities in fellow administrators, do you tend more to value a deep commitment to certain educational principles or an open-minded and detached approach to one's responsibilities?

17. EQUALITY O O O O O LIBERTY

Equality can often be gained only by sacrificing some of the freedom of group members. The reverse is also true. How do you balance the quest for these two fundamental cultural values?

18. PARTICULAR O O O O O GENERAL

In administering an educational institution, do you tend to attach more importance to particular cases or to the general picture?

19. PRESENT O O O O O FUTURE

Is your orientation as an administrator more towards solving problems that will relieve the present situation or toward anticipating emerging problems and taking steps to prevent them?

20. SOCIABILITY O O O O O INDIVIDUALITY

Is it more important for an administrator to try to be sociable and well-liked by all or for him to be as outspoken as he cares and let the "chips fall where they may?"

21. IDEALISM O O O O O PRAGMATISM

Should an administrator strive after basic institutional ideals or invest his energies toward realistically attainable goals?

22. OBJECTIVITY O O O O O CONVICTION

Is it preferable to maintain a balanced and impartial stance in your administrative role or to pursue a determined course toward goals you judge to be important for the organization?

23. MATERIAL O O O O O ETHEREAL

Is it preferable to administer an educational institution with an eye toward measurable products or to seek after intangible values like ethical responsibility? For example, how might you balance the importance of teaching children cognitive skills as opposed to a sense of brotherhood?

24. SELF-DETERMINATION O O O O O AUTHORITY

As an educational administrator, how do you balance the importance of developing in children a sense of self-determination on the one hand, and a respect of authority on the other?

APPENDIX B

ACTION ANALYSIS PROFILE

Directions. For each problem incident, check in the appropriate box the type of action which most accurately describes the decision you made in confronting that incident.

Action Taken	Problem Incidents																					
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
1. No action at present time																						
2. Postponed action to some specified time and/or set of conditions																						
3. Postponed action until some specified piece of information was acquired																						
4. Solicited the opinion of an existing advisory group																						
5. Solicited the opinion of a higher authority																						
6. Requested a higher authority to make the decision																						
7. Delegated the decision to a specified subordinate																						
8. Requested that someone else (neither a higher authority nor a subordinate) make the decision																						
9. Delegated the decision to a group of subordinates previously defined in the organization																						
10. Delegated the decision to an existing group including or comprised entirely of outsiders																						
11. Created a <u>new</u> internal organizational structure and delegated the decision through that structure																						
12. Created a <u>new</u> organizational structure including or comprised entirely of outsiders and delegated the decision through that structure																						

Action Taken cont'd.	Problem Incidents 1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
13. Created a new internal organizational structure to consider the problem and make a recommendation to me																						
14. Made a decision, myself, on the basis of existing facts, policies, and/or regulations																						
15. Made a decision, myself, without a clear rule to follow but on the basis of my own knowledge of the facts and without the need to change existing policy or to create new policy																						
16. Took steps to change existing policy and/or to create a new, more appropriate policy																						

APPENDIX C

MEANS OF COMMUNICATION PROFILE

Directions: For each problem incident, check in the appropriate box the means of communication you used in dealing with the incident.

Means of Communication	Problem Incidents																					
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
1. Letter																						
2. Telephone																						
3. Private conference on my grounds																						
4. Private conference on the other's grounds																						
5. Private conference on neutral grounds																						
6. Small group conference on my grounds																						
7. Small group conference on the other's grounds																						
8. Small group conference on neutral grounds																						
9. School assembly																						
10. Public address system																						
11. Board of Education meeting																						
12. Community meeting on school property																						
13. Community meeting not on school property																						
14. Other public meeting																						
15. Other																						
16. Not applicable																						

APPENDIX D

VALUE ASSUMPTIONS PROFILE

Directions: For each problem incident, check in the appropriate box the value assumption(s) which played a significant role in guiding your decision.

	Problem Incidents																					
Value Assumptions	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
1. Learning is experimental and openness to criticism is an essential element in constructive change.																						
2. The school belongs mainly to the community.																						
3. The school's job is to teach children, not to get involved in political issues.																						
4. Students do not leave their Constitutional rights "at the doorstep" of the school.																						
5. The most important commodity the school provides for the student is a storehouse of knowledge.																						
6. Emotional and social development are as important as criteria of student performance as academic achievement.																						
7. Failure is a function of the system, not of the child.																						
8. Schools need to work with students and community to help correct the injustices of society.																						
9. One of the most important functions a school can perform is to teach its students dependence on higher moral values.																						
10. There must be order in the school before anyone can learn.																						

Value Assumptions cont'd.	Problem Incidents 1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
11. The traditional moral standards of our culture should not just be accepted but should be examined and tested in solving present problems of students.																						
12. People are naturally lazy--students and even teachers--and they just have to be made to work.																						
13. Children are growing up in the world the way it really is and the best thing they can do for themselves is to do their work and learn what they can in school.																						
14. It is essential for learning and effective work that teachers outline in detail what is to be done and how to go about it.																						
15. Students have a special perspective on curriculum and other school affairs and their participation in planning and policy-making is essential to improving the school as a social institution.																						
16. It's a different world we live in and schools are just going to have to change.																						
17. The schools are dependent upon the larger community for support and individual teachers and students cannot be permitted to involve it in highly controversial issues.																						
18. The authority of the teacher the administration, and the school must be maintained.																						

Problem Incidents

Value Assumptions cont'd.	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
19. This is a racist society and schools must change--quickly and dramatically.																						
20. The problem as I saw it was not significantly described by any of the value assumptions listed above.																						